UNITED NATIONS **E**

Economic and Social Council

Distr.
GENERAL

E/CN.9/1997/4
7 January 1997

ORIGINAL: ENGLISH

COMMISSION ON POPULATION AND
DEVELOPMENT
Thirtieth session
24-28 February 1997
Item __ of the provisional agenda*

FOLLOW-UP ACTIONS TO THE RECOMMENDATIONS OF THE INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT: INTERNATIONAL MIGRATION

Report of the ACC Task Force on Basic Social Services for All

SUMMARY

The present report has been prepared in response to resolutions 1995/55 and 1996/2 of the Economic and Social Council. It summarizes the replies from 12 member organizations of the Task Force on Basic Social Services for All to a request for information on the implementation of the Programme of Action of the International Conference on Population and Development with respect to the theme of the Commission on Population and Development at its thirtieth session, "International migration, with special emphasis on the linkages between migration and development, and on gender issues and the family".

The report presents an overview of the activities of the Task Force, in particular, those of the Task Force's Working Group on International Migration. In line with the Programme of Action, it stresses the importance of the need to collaborate in addressing the root causes of migration, increasing partnerships with non-governmental organizations and civil society, advancing the human rights of migrants, enhancing resource mobilization, and strengthening international cooperation and collaboration in this field.

* E/CN.9/1997/1.

97-00448 (E) 310197

/...

CONTENTS

	Paragraphs	Page
INTRODUCTION	1 - 4	3
I. OVERVIEW OF TASK FORCE ACTIVITIES	5 - 9	4
II. THE TASK FORCE AND INTERNATIONAL MIGRATION	10 - 47	5
A. Working Group on International Migration	10 - 16	5
B. Migration and development	17 - 18	6
C. International migration activities undertaken by members of the Task Force and the International Organization for Migration	19 - 47	7
III. COLLABORATION IN INTERNATIONAL MIGRATION	48 - 59	18
IV. GENDER ISSUES AND THE FAMILY	60 - 63	20
V. CONCLUSIONS	64	21
Annex. MEMBERS OF THE ACC TASK FORCE ON BASIC SOCIAL SERVICES FOR ALL		25

INTRODUCTION

1. The present report has been prepared in response to resolution 1995/55 of the Economic and Social Council, in which it endorsed the new terms of reference of the Commission on Population and Development. It also welcomed the intention of the Secretary-General to report to it, through the Commission, on the work of the Inter-Agency Task Force on the Implementation of the Programme of Action of the International Conference on Population and Development, so as to ensure system-wide cooperation in the implementation of the Programme of Action.

2. In October 1995, the Administrative Committee on Coordination (ACC), with the overarching objective of poverty eradication, established three task forces to galvanize the United Nations system around priority goals emerging from recent global conferences and to rationalize and strengthen the system's follow-up mechanisms for delivering coordinated assistance at country and regional levels. ACC expanded the mandate of the Inter-Agency Task Force and reconstituted it as the Task Force on Basic Social Services for All, under the chairmanship of the United Nations Population Fund (UNFPA). The Council, in its resolution 1996/2, welcomed the newly constituted Task Force and requested it, *inter alia*, to continue to report to the Commission on the implementation of the Programme of Action. Under the topic-oriented and prioritized multi-year work programme of the Commission, the topic for 1997 is "International migration, with special emphasis on the linkages between migration and development, and on gender issues and the family".

3. The International Conference on Population and Development examined in considerable detail the complex issue of international migration, and chapter X of the Programme of Action discusses major aspects of the phenomenon.[1] Other recent global conferences of the United Nations also drew attention to the issue - for example, the World Conference on Human Rights, in the Vienna Declaration and Programme of Action;[2] the World Social Summit for Development in its Programme of Action;[3] the Fourth World Conference on Women in its Platform for Action;[4] and the United Nations Conference on Human Settlements, in the Habitat Agenda and its Global Plan of Action.[5] Various General Assembly resolutions pertain to international migration, and several conferences, meetings and workshops have focused specifically on the subject.

4. This report is based on the responses received from 12 of the 19 member organizations of the Task Force on Basic Social Services for All (see annex for a list) and the International Organization for Migration, an intergovernmental organization which participates in the Task Force's Working Group on International Migration, to a request for information on the implementation of the Programme of Action of the International Conference on Population and Development, with special emphasis on the theme of the year - i.e., international migration. It also reflects discussions at the meeting of the Task Force Working Group on International Migration held in September 1996. Section I presents an overview of Task Force activities; section II examines the Task Force and international migration; section III reviews additional collaboration in international migration; section IV examines gender issues and the family; and section V presents conclusions.

I. OVERVIEW OF TASK FORCE ACTIVITIES

5. The mandate of the Task Force on Basic Social Services for All encompasses the following concerns: population, with an emphasis on reproductive health and family planning services; basic education; primary health care; drinking water and sanitation; shelter; and social services in post-crisis situations. The Task Force met twice during 1996, in February and September, and anticipates meeting in March 1997. The working groups of the Task Force also met during 1996.

6. At its first meeting, the Task Force agreed to establish two working groups, one on basic education, led by the United Nations Educational, Scientific and Cultural Organization (UNESCO), and the other on primary health care, led by the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF). It also agreed to continue three of the working groups of the earlier Inter-Agency Task Force on reproductive health, international migration, and a common approach to national capacity-building in tracking child and maternal mortality. In its work, the Task Force takes into account the following cross-cutting dimensions: the selection/use of indicators; gender perspective; resource mobilization; policy; the targeting of specific groups, including those in post-crisis emergency situations; and the involvement of civil society.

7. The Task Force will produce the following:

(a) Guidelines for the United Nations Resident Coordinator system, building on the earlier guidelines and ensuring the inclusion of the above-mentioned cross-cutting dimensions;

(b) Indicators to monitor progress in the provision of basic social services for all. In the first instance, a wall-chart will be produced featuring indicators that convey information on access and availability of basic social services. It is envisaged that data will be updated periodically to enable countries to monitor their progress towards achievement of Conference goals;

(c) A report on lessons learned/best practices in donor collaboration in assistance to the social sector;

(d) A compendium of international commitments relevant to poverty and social integration;

(e) A pocket-card on advocacy for basic social services.

These products will be widely disseminated and will be available electronically, via the Internet.

8. The Task Force, at its second meeting, affirmed that it would continue to cover the main parameters of the 20/20 initiative[6] in the context of its work programme, given the high degree of correspondence between its own objectives and those of the 20/20 initiative as regards universal access to basic social services and investing in a country's human resources - in particular, in women

and children. The Task Force underscored that indicators are essential to enable countries to monitor progress in realizing Conference goals and agreed that the indicators selected for the wall-chart could serve as a core set, with additions made over time. It was emphasized that the indicators should address impact, access, use, quality of services and gender disparities and that they should facilitate international comparisons. Indicators should not impose burdensome data collection requirements on countries, and the ACC Task Forces and the entire United Nations system should strengthen the country capacity for data collection and utilization.

9. The Task Force encompasses key areas of concern in the Programme of Action of the International Conference on Population and Development. With its strategic focus on poverty eradication, the Task Force will create a synergy critical to achieving the goals of the Programme of Action. The Task Force maintains linkages with the other two ACC task forces and other system-wide initiatives, including the United Nations Special Initiative on Africa and the Inter-Agency Committee on Women and Gender Equality.

II. THE TASK FORCE AND INTERNATIONAL MIGRATION

A. Working Group on International Migration

10. The Working Group on International Migration, with the International Labour Organization (ILO) as the lead agency, was established in response to the request of the Commission, at its twenty-eighth session, that the work of the Inter-Agency Task Force be expanded to include migration issues. The Working Group, at its first meeting on 19 October 1995 at ILO headquarters in Geneva, discussed the follow-up to the International Conference on Population and Development and emerging issues on international migration with a view to developing a coordinated approach to dealing with such issues. The Working Group noted the growing importance of international migration, highlighting the challenges facing the international community. The Group emphasized the need for fostering greater cooperation between the United Nations and other agencies, particularly to deal with current and future challenges and to help develop policies for better regulation of migration flows and protection of the rights of migrant workers. The Chair of the Task Force underscored the need for the Working Group to provide practical guidance which could be pursued at the country level by the United Nations Resident Coordinators, both in their discussions with Governments and in their efforts to enhance United Nations system-wide collaboration on the key issues of international migration.

11. The Working Group emphasized that migration issues are of concern not only to developing countries but also to developed countries, where there is generally no presence of the United Nations Resident Coordinator system. This necessitates information and data-sharing and requires effective channels of communication and other ways of facilitating collaboration and coordination. Following its discussions, the Working Group agreed to prepare a set of guidance notes for the United Nations Resident Coordinator system, dealing with key issues in international migration and including a brief profile of each agency and a glossary of agreed terminology pertaining to international migration.

12. In February 1996, the final guidance notes, entitled *Issues in International Migration and Development*, were widely disseminated to all United Nations Resident Coordinators, members of the Task Force and various other interested parties. They were also placed on the Internet, along with the Inter-Agency Task Force *Guidelines for the United Nations Resident Coordinator System*, which had been issued in September 1995. In addition to the information requested, they address the root causes of emigration and international development, the protection of documented and undocumented workers and of refugees, and future issues, and include a selected bibliography, data collection activities, and chapter X of the Programme of Action.

13. At its most recent meeting, on 25 September 1996, the ILO drew attention to Governments' waning control over the volume and composition of international migration and the trends towards restrictions on both the flows and the rights of migrants. Concern was expressed at the rise of xenophobia in several migrant-receiving countries and the disappearance from public discourse of the benefits of migration experienced by both migrants and receiving countries.

14. In her opening remarks to the meeting, Dr. Nafis Sadik, the Chair of the Task Force, noted that the United Nations system had an important role to play in promoting and protecting the rights of migrants and in concerning itself with questions of migration and development and of data collection. This responsibility is underscored in the Programme of Action of the International Conference on Population and Development. She emphasized the need to ensure an effective flow of information on the positive aspects of international migration. The Working Group agreed on the need for more positive information on migration, including the need to highlight the benefits accrued by both sending and receiving countries. As an initial step, the Geneva-based members of the Working Group would explore the possibility of preparing an information card on international migration.

15. The Working Group also agreed to organize an international technical symposium in 1998, covering international migration and refugees. The objective would be to examine the scope and impact of international migration and refugee movements and appropriate policy responses. The technical symposium's results and publications would be widely distributed to the international community. UNFPA agreed to provide partial funding for the organization of the technical symposium.

16. Finally, the Working Group agreed to update *Issues in International Migration and Development*. The updated version would be issued along with other guidelines being prepared by the Task Force for the United Nations Resident Coordinator system and other interested parties.

B. Migration and development

17. The United Nations system has a key role to play in dealing with the development migration nexus by addressing the root causes of migration; strengthening national, regional and global efforts to achieve sustainable development; and supporting efforts to ensure orderly migration while promoting and protecting the human rights of migrants. The root causes of international

migration are many and multifaceted. They include poverty and growing economic imbalances in and between countries; rising unemployment and underemployment in many parts of the world; environmental degradation; war and civil strife; intensified domestic and international conflicts for political, religious or ethnic reasons; disparities in economic development and income levels; globalization; labour market demands; and increased international trade and investment. When combined with recent advances in international communications and transportation, these developments create conditions for large-scale population movements, either voluntary or involuntary, or a mixture of both. However, population movements are not solely the outcome or symptom of societal or economic instability. As the world opens up to further trade liberalization and economic cooperation, larger numbers of people will willingly become mobile in pursuit of employment and educational and cultural opportunities.

18. As called for in the Programme of Action, to be effective, international migration policies need to take into account the economic constraints of the receiving country and the impact of migration on the host society and on the country of origin. Orderly international migration can have positive impacts on both sending and receiving countries, providing the former with remittances and the latter with needed human resources. Migration can respond to real and perceived needs in the international labour market by moving workers (skilled and/or unskilled) from labour-surplus countries to those experiencing labour shortages, thereby benefiting both. International migration also has the potential of facilitating the transfer of skills and of contributing to cultural enrichment.

C. International migration activities undertaken by members of the Task Force and the International Organization for Migration

19. The International Conference on Population and Development highlighted the phenomenon of international migration and drew the attention of the international community to the significance of migration and development linkages and to the importance of gender and family issues. As a result, United Nations bodies and other organizations are adjusting their programmes to align their activities with the orientation of the Programme of Action adopted at the Conference. In addition to the collaborative efforts undertaken in the context of the Task Force, several members have intensified their activities in international migration, in keeping with their respective mandates. All Task Force members are emphasizing collaboration and coordination with other United Nations bodies and other development partners, particularly non-governmental organizations. The section below is based on the information supplied by members of the Task Force concerning their activities with regard to international migration.

1. United Nations Secretariat

20. The Population Division of the Department for Economic and Social Information and Policy Analysis, as part of its regular activities, is in charge of:

(a) Monitoring levels and trends of international migration at the global level and studying its causes and consequences;

(b) Producing population estimates and projections at the country level which take into account the effect of net international migration;

(c) Monitoring country policies and programmes related to various aspects of international migration.

The Division is also responsible for the monitoring of the implementation of the Programme of Action, including monitoring of the implementation of the recommendations made in chapter X, on international migration. The Division's studies on international migration generally address the circumstances of women, different age groups, refugees and groups in emergency situations. The Division identifies data and indicates where gaps and deficiencies exist. It also investigates policy-relevant questions relating to international migration and circumstances of the various groups. *World Population Monitoring 1997*[7] includes chapters on refugees and asylum seekers and on international migration and gender issues. *World Population Monitoring 1993*[8] included a special report on refugees. *International Migration Policies and the Status of Female Migrants*[9] specifically addresses issues related to women. The forthcoming publication, *International Migration Policies: A World Survey*,[10] includes a chapter on refugees and asylum seekers and a discussion of policies that have an impact on women and families (e.g., policies on family reunification and on economic, social, political and cultural integration). The Population Division collaborates closely with other United Nations organizations, intergovernmental organizations and scientific non-governmental organizations; organizes ad hoc meetings on international migration and participates in other scientific gatherings; and submits papers and reports to journals and technical meetings. Continued dissemination of research findings through the Population Information Network (POPIN), supported by UNFPA, and through electronic means will facilitate and strengthen the informal network with non-governmental organizations.

21. The Department of Humanitarian Affairs, headed by the Emergency Relief Coordinator and the Under-Secretary-General for Humanitarian Affairs, was established in April 1991. It absorbed the functions and responsibilities previously carried out by the United Nations Disaster Relief Office (UNDRO) and the International Decade for Disaster Reduction as well as those carried out in various departments of the United Nations Secretariat. The principal purpose of the Department is to ensure the timely, coherent and coordinated response of the international community to disasters and emergencies. This includes the promotion and application of measures of prevention, preparedness and mitigation to reduce the vulnerability of those affected by such events. Population movements, whether the consequence of a natural or a man-made disaster, often require a coordinated humanitarian response, especially when they overburden the institutions that provide health and social services or when they are coupled with the collapse of vital institutions. Therefore, one of the Department's main concerns is forced migration, including refugee movements and internal displacement. While providing the basic life-sustaining requirements to victims, humanitarian assistance must also plan and cater for their near-term well-being. Repatriation, reintegration and rehabilitation programmes are

essential components of humanitarian assistance. The Department is responsible for facilitating the smooth transition from emergency relief to rehabilitation and development. The Emergency Relief Coordinator is recognized by the Inter-Agency Standing Committee as the reference point within the United Nations for all issues relating to internally displaced persons. The Standing Committee has also established an Inter-Agency Task Force on internally displaced persons, composed of representatives of the participants of the Committee, the High Commissioner for Human Rights and the Representative of the Secretary-General on internally displaced persons.

22. The Division for the Advancement of Women of the Department for Policy Coordination and Sustainable Development deals with, *inter alia*, the issue of women migrant workers, focusing mainly on violence against women migrants. The issue of rural/urban migration was considered by the Secretary-General in his report on improvement of the situation of women in rural areas (A/51/257/Rev.1). The issue of violence against women migrant workers has been on the agenda of the Commission on the Status of Women and the General Assembly. In preparation for the five-year review of Agenda 21,[11] the Division, UNFPA and the Division for Sustainable Development sponsored the Expert Group Meeting on Women, Population and Development (18-22 November 1996, Santo Domingo). One of the topics for consideration was migration. The importance of rural/urban migration and the close links between women's status in urban and rural areas suggest that gender aspects of the rural/urban continuum are important. Numerous studies show that the number of female migrants globally is increasing. That a significant proportion of women migrate for economic reasons was a topic for discussion at the Expert Group Meeting on Violence Against Migrant Women Workers (Manila, 27-31 May 1996). That Expert Group Meeting drew up a series of indicators on violence and vulnerability and underscored the importance of the comparability of data.

23. The main activities of the Economic Commission for Africa (ECA) in the field of international migration and development include the preparation of technical publications and substantive servicing of workshops, seminars and working groups. ECA also promotes the implementation of recommendations of population/development frameworks such as the Dakar/Ngor Declaration, the Programme of Action of the International Conference on Population and Development, and the Platform of Action of the Fourth World Conference on Women. The Population Division is now completing a technical publication entitled *Causes and Consequences of International Migration in Africa*. ECA collaborates with United Nations organizations, such as the United Nations Development Fund for Women (UNIFEM) and the United Nations High Commissioner for Refugees (UNHCR), regional organizations such as the Organization of African Unity (OAU) and the African Development Bank (ADB), and non-governmental organizations, such as African Women in Development and Communications, and others in the population/development field.

24. The Economic Commission for Europe (ECE) collects data on international migration, international migration legislation and important international migration meetings in the ECE region from national statistical offices and national correspondents. Since 1992, it has published a semi-annual journal, *International Migration Bulletin*. In addition, it has published various reports and studies on international migration. In-depth international migration

surveys conducted in Lithuania, Poland and Ukraine, funded by UNFPA, were a major success and provided invaluable information on the process, causes and consequences of international migration in the region, including relevant knowledge about the role of women and family relationships. This material is being utilized extensively for policy-making purposes in all the concerned countries. The experience gained can also be instructive for other countries. Although there is both a need and interest in conducting additional surveys of this kind, funding is not currently available.

25. The Economic and Social Commission for Asia and the Pacific (ESCAP) currently has no programmes under way directly concerned with international migration. However, extrabudgetary resources are being sought to implement a project, commencing in January 1997, on social aspects of international labour migration in the ESCAP region. The project's immediate objectives include providing a regional forum to exchange experiences and information on the social aspects of international labour migration in the ESCAP region; identifying the benefits from, and social issues relating to, international labour migration in the ESCAP region, particularly those which relate to poverty, employment or social cohesion; and citing successful policies, programmes and services of Governments and non-governmental organizations which directly contribute to poverty alleviation. The project would give special consideration to women labour migrants and to women who become heads of household because of the migration of other family members. Thus far, the only obstacle to collaboration in international migration is the lack of funding for research and information activities.

2. Food and Agriculture Organization of the United Nations

26. The Food and Agriculture Organization of the United Nations (FAO) attaches great significance to international migration issues based on the recommendations of the International Conference on Population and Development Programme of Action. The recent World Food Summit in Rome highlighted important migration concerns. Migration has direct implications for food security and conversely, the absence of food security, especially when linked to the depletion of natural resources, is an important factor triggering migration flows. The Rural Development and Agrarian Reform Division of FAO is studying international migration and rural development in West Africa and Mexico, focusing particularly on the use of remittances. FAO responds to requests for emergency assistance in agriculture-related sectors submitted by developing countries affected by exceptional natural or man-made disasters. One form of assistance is the Global Information and Early Warning Service which provides information on food situations in various countries, including the presence and impact of refugees on agriculture and food requirements in host countries. The Special Relief Operations Service of FAO provides agricultural tools, seeds and seedlings to farmers of countries receiving refugees, in order to mitigate the impact of increased numbers on their ecosystems, and to returnee refugees for rehabilitation. Inter-agency partnerships and cooperation are carried out at headquarters and field levels.

3. International Labour Organization

27. The technical cooperation activities undertaken by the ILO largely take the form of technical advisory services requested by Governments, non-governmental organizations and workers' organizations. The ILO helps the Governments of both sending and receiving countries to formulate and evaluate policies, elaborate procedures and collect data regarding the admission and treatment of foreign workers, including social security. The ILO assists countries in working out bilateral and multilateral migration agreements. It also assists non-governmental organizations, trade unions, employers, academics and research bodies. Assistance to trade unions is provided for workers' education seminars and to enable visits and collaboration with other unions. All advice and assistance are guided by several ILO Conventions concerning the organization of international migration and the treatment of migrants. Countries ratifying ILO Conventions adhere to internationally agreed-upon minimum standards. The ILO covers practically all subject matter on migration mentioned in the Programme of Action of the International Conference on Population and Development, except xenophobia and racism, where its focus is confined to discrimination in access to employment and equal opportunities training. Much of its work is concerned with the regularization of irregular migration; the role of Governments and private recruitment agencies; and the provision of services, particularly welfare services to migrant workers and their families. The ILO publishes a variety of studies and documents on migration. Recent publications include *Employing Foreign Workers: A Manual on Policies and Procedures of Special Interest to Middle- and Low-income Countries,*[12] *Sending Workers Abroad,*[13] and *International Migration Statistics: Guidelines for Improving Data Collection Systems.*[14]

4. Office of the United Nations High Commissioner for Refugees

28. UNHCR is responsible for protecting and assisting refugees and other persons of concern (such as returnees and internally displaced persons) and for promoting lasting solutions to their plight. The special protection and assistance needs of women and children (including adolescents), who make up an estimated 80 per cent of refugee populations, have been identified as priority areas, along with the environmental impact of large-scale forced migration. UNHCR also focuses on the need to achieve a better interface between issues such as relief, repatriation, reintegration, rehabilitation and development. UNHCR involvement in post-conflict reconstruction ranges from assistance for physical rehabilitation to legal, judicial and administrative capacity-building activities. One recent initiative in the prevention of displacement was the 1996 Regional Conference to Address the Problems of Refugees, Displaced Persons, Other Forms of Involuntary Displacement and Returnees in the Countries of the Commonwealth of Independent States and Relevant Neighbouring States, organized jointly by UNHCR, the International Organization for Migration (IOM) and the Organization for Security and Cooperation in Europe (OSCE), to address in a comprehensive manner the region's existing and potential population movements.

29. UNHCR undertakes many protection and assistance activities jointly with other organizations, such as governmental agencies; United Nations agencies with which the Office has concluded Memoranda of Understanding, including UNICEF, the

World Food Programme (WFP) and UNFPA; other international, regional and intergovernmental agencies, such as the Red Cross and IOM; non-governmental organizations; and, in recent years, military and peacekeeping forces. In recognition of the decisive role played by non-governmental organizations in almost every aspect of refugee assistance, the UNHCR/NGO Partnership in Action (PARinAC) process provides a blueprint for such cooperation. Today, more than 1,000 non-governmental organizations are involved worldwide, directly or indirectly, with refugees. In 1995, UNHCR had formal agreements with 453 non-governmental implementing partners. Approximately one quarter of its global budget is channelled directly or indirectly through non-governmental organizations for the delivery of humanitarian relief and assistance programmes.

5. United Nations Centre for Human Settlements

30. As part of its 1996-1997 work programme, the United Nations Centre for Human Settlements (UNCHS) is implementing a new subprogramme, Managing disaster mitigation, reconstruction and development, to assist countries in strengthening their management capacity in disaster prevention, mitigation and rehabilitation in human settlements. The pilot projects, training and research activities executed under the subprogramme include the rehabilitation of refugees and internally displaced communities. UNCHS usually provides assistance for disaster management in collaboration with donor Governments and other United Nations agencies, such as the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP), the Department of Humanitarian Affairs of the United Nations Secretariat and UNHCR, and with bilateral organizations and non-governmental organizations. Two recent publications include statements on the theme of international migration: *The Habitat Agenda: Goals and Principles, Commitments and Global Plan of Action*; and *An Urbanizing World: Global Report on Human Settlements*.

31. In collaboration with United Nations Volunteers (UNV), a new interdivisional operational unit, the Disaster Management Programme has been established to facilitate effective execution of the Centre's disaster-related activities, including issues of refugees and displaced persons due to disasters. The Expert Group Meeting on Assessing Regional Planning and Management Policies in an Urbanizing World, planned for May 1997, will, *inter alia*, address migration themes. The UNCHS Women in Human Settlements Development Programme (WHSDP) has undertaken various activities on the issue of gender and emergency situations. Over the past two years, the Programme has been associated with UNIFEM and UNICEF in the Eastern and Central African regions, assessing needs and investigating the situation of women in crisis. Of special relevance is the creation, in November 1993, of a Joint UNCHS/UNEP Task Force on the Continuum from Relief to Development. The Joint Task Force has since worked on, *inter alia*, joint assessment missions to Rwanda and Iraq. The Strategic Action Plan for the Great Lakes Region of Central Africa represents a comprehensive effort to formulate an initial strategic assessment of a post-conflict rehabilitation situation in the area of human settlement and the environment.

6. United Nations Development Programme

32. UNDP focuses its international migration activities in the following areas:

(a) Remediation of conditions that cause undesirable forms of population movement, and, simultaneously, promotion of conditions that enhance the contribution of migration to sustainable human development;

(b) Rehabilitation, reconstruction, return and development in the wake of forced migrations and, increasingly, the prevention of such movements;

(c) Research and planning to help individual developing countries and regions understand and manage voluntary international migration flows between and within them.

UNDP has collaborated with UNHCR, the ILO, UNFPA, IOM and others in these activities. In the Southern Cone, UNDP, with IOM and the Economic Commission for Latin America and the Caribbean (ECLAC), is supporting efforts of the Common Market of the South (MERCOSUR) to incorporate international migration into plans for regional integration. In Asia, a joint undertaking of UNDP and UNHCR assisted in the rapid repatriation of refugees and the reintegration of internally displaced persons in Cambodia.

33. Recently, regional bureaux for the Arab States and Africa launched joint initiatives to address problems resulting from forced migrations and displaced persons in the Horn of Africa. In collaboration with other United Nations agencies, UNDP is developing a regional plan to address both short-term humanitarian needs and the long-term structural causes that lead to such displacement. UNDP has extended humanitarian and emergency assistance for displaced persons to several countries in conflict situations, including Angola, Burundi, Ethiopia, Malawi, Mozambique, Rwanda, Sierra Leone, Somalia and the Sudan.

7. United Nations Development Fund for Women

34. To date, UNIFEM, in addressing the issue of international migration, has focused essentially on working with refugee women whose displacement has resulted from the effects of violent conflicts within their countries of origin. UNIFEM has provided ongoing support to Mozambican refugees in Zimbabwe, in the form of direct assistance for income-generating activities and skill-building. UNIFEM has also provided support to Liberian women refugees in Côte d'Ivoire and Ghana, in the form of shelter, trauma counselling, health education and family planning services, and training in small business management and housing construction. In providing support to refugee women and children, UNIFEM works closely with other United Nations agencies. One example of the evolving spirit of collaboration relates to current programme development efforts between UNIFEM and UNICEF to promote gender sensitization among service providers from United Nations agencies and non-governmental organizations, security officers and others responsible for providing protection and assistance to refugees and internally displaced women and girls from Somalia. Non-governmental organizations and other civil-society groups need to be sensitized to the

special needs of refugee women and children and to the dynamics of cultural relations in the countries where they are operating.

8. United Nations Educational, Scientific and Cultural Organization

35. UNESCO has undertaken a major social science policy-research programme, the Asia Pacific Migration Research Network (MOST/APMRN), which involves country teams of scholars and immigration officials in 12 countries. The teams are studying migration problems with particular reference to the social and political dimensions of globalization. Funded by UNFPA, IOM and UNHCR, the programme incorporates a comprehensive survey of the region's current migration policies with regard to their impact on short-term and long-term human resource transfers at national, regional and global levels. The country teams are also conducting national research on the consequences of international migration for inter-group relations, including relations with indigenous people. Particular reference is made to the policy implications of increasing ethnic diversity for concepts of citizenship, the rights of migrants and their families in countries of destination and origin, and the significance of social networks for the emigration process. UNESCO has collaborated with UNHCR in its Quick Impact projects aimed at refugee reintegration. Through its UNITWIN/UNESCO Chairs Programme, UNESCO promotes cooperation and linking arrangements among universities from developed and developing countries, including the creation of university chairs in developing countries to enhance work opportunities and local training and research, thereby reducing the probability of emigration and brain drain.

36. UNESCO continues to assist member States in the reconstruction and development of their educational systems, in cooperation with UNICEF, UNHCR and WFP. The major emphasis is on national capacity-building for policy analysis and implementation. Priority is being given to African countries, the least developed countries and countries in transition, or those involved in post-conflict reconstruction and peace consolidation.

9. United Nations International Drug Control Programme

37. The mandate of the United Nations International Drug Control Programme (UNDCP) does not overlap greatly with international migration and development. However, migration may lead to situations of social and economic instability in which individuals and groups are at higher risk from the drug threat, in terms of abuse or trafficking. Similarly, migration is sometimes caused by conflict fuelled by profits from the illicit manufacture and trafficking of drugs. UNDCP has several current projects targeting refugees and returnees. UNDCP, UNHCR and a non-governmental organization collaborated on a survey of drug abuse among Lao returnees, the results of which will be used in the joint formulation of an integrated demand-reduction/primary health-care programme. UNDCP, WHO and UNHCR have collaborated in a project on substance abuse among Vietnamese refugees in the Territory of Hong Kong. Although not addressing migration per se, UNDCP targets high-risk groups in its drug abuse prevention activities. The largest of these is youth.

10. United Nations Population Fund

38. UNFPA has funded several international migration projects at the interregional, regional and national levels. As part of its collaboration with the United Nations and other partners, UNFPA supports the IOM-executed project on the dynamics of emigration which, in the past year, organized regional and subregional meetings of policy makers in Costa Rica, for the subregion of Central America, Mexico and Caribbean, and in Geneva, for the Arab subregion and for South Asia. UNFPA funded a project with the United Nations Population Division to prepare a world survey of international migration policies and is supporting a project with the ILO which will shortly publish a manual entitled *International Migration: Guidelines for Improving Data Collection Systems*. Additionally, UNFPA funds regional projects with ECE, ECLAC and ESCAP to improve the interchange of data on international migration in those regions.

39. At the national level, UNFPA, through its country programmes, supports data collection, research and dialogue on international migration. For example, a new project is providing assistance for the establishment of a unit on international migration in the Government of Turkey's statistical office. It includes assistance in setting up and maintaining a database on migration and collaboration mechanisms with other countries, study tours and training to build technical capacity. In Morocco, UNFPA is providing support to a new research project for data collection on Moroccans living abroad. In the Sahel region, UNFPA is providing support to various countries for the migration project spearheaded by the Centre for Applied Research on Population and Development (CERPOD), which has already produced interesting data on both return migration and urban/rural migration.

40. As chair of the earlier Inter-Agency Task Force and, currently, as chair of the Task Force on Basic Social Services for All, UNFPA has provided secretariat staff and has participated actively in the Working Group on International Migration, inter alia, in the development and dissemination of the guidance notes, entitled *Issues in International Migration and Development*. At a recent meeting of the Working Group, UNFPA agreed to provide partial funding for the technical symposium on international migration, planned for 1998.

11. The World Bank

41. International migration is addressed by the World Bank in the Economic and Sector Work (ESW) policy dialogue, in project preparation and in lending. For example, when planning projects in countries affected by international migration, either inward or outward, the Bank ensures that the issues are part of the policy dialogue and that the repercussions of the migration on the proposed project are thoroughly examined. The Bank has examined the effect of remittances on country economies and, in a poverty assessment of Jordan, the implications of in-migration and migration. In its research and special studies, the World Bank is examining the role of international migration in the functioning of labour markets and its consequences for countries of origin and destination. A study is also under way on the extent to which old-age security offers a solution to the issue of international migration.

42. At its meeting of 26 April 1994, the Joint World Bank/International Monetary Fund Development Committee discussed the issue of international migration and its social, political and financial consequences for countries of origin and destination. The meeting's final communiqué called for more policy-oriented research on migration and closer collaboration among the international agencies concerned.

43. International migration also figures in the Bank's lending programme. For example, under the Health and Demographic Project, the Bank is financing Côte d'Ivoire's participation in the Network on Migrations and Urbanization in West Africa, a project coordinated by CERPOD in Mali, with financing from several other organizations. The study will provide the basis for an analysis of the impact of development policy on population movements and for policy recommendations regarding human resources, rural development and regional integration. The Bank plays a role in lending for reconstruction and rehabilitation in post-conflict situations, such as those in Cambodia and Mozambique.

12. World Health Organization

44. WHO has been providing support for dealing with the health consequences of international migration in a number of ways. Given the increase in regional conflicts and their impact on the health status of entire populations, WHO has recently concentrated its efforts on refugee populations. In the past two years, the donor community has increasingly recognized that reproductive health programmes are critical components of health care for refugees, displaced persons and migrants. United Nations agencies and non-governmental organizations have a crucial role to play in assisting the institutionalization of reproductive health services in countries and refugee situations. Recent WHO activities in international migration have included meeting with key members of the Women's Commission of Refugee Women and Children to identify obstacles to the implementation of reproductive health programmes in refugee settings; developing strategic interventions and solutions to problems experienced; introducing reproductive health issues into WHO programmes through the Internal Technical Working Group on Gender and Reproductive Health; preparing for a 1995 meeting of the Mellon Foundation, the Reproductive Health for Refugees Consortium and WHO to discuss approaches to strengthening reproductive health in emergency situations; hosting a preparatory meeting in 1995 on reproductive health in refugee situations; and contributing to the 1995 European Conference on Gender Approaches to Health in Emergency Situations: Women's Realities and to the meeting on the minimum initial service package, organized by UNFPA and the non-governmental organization Marie Stopes International. WHO has also been developing guidelines for health managers on women and reproductive health services in conflicts and displacement and made extensive contributions to the UNFPA/UNHCR field manual on reproductive health. Country support was also provided in the development of intervention strategies for women subjected to mass rape during the Rwandan crisis.

13. International Organization for Migration

45. The International Organization for Migration (IOM) works on international migration in four broad categories: humanitarian migration; migration for development; technical cooperation; and migration debate, research and information. Each of these categories covers a wide variety of programme activities and reflects key elements of the Programme of Action. Although not formally part of the United Nations system, IOM is a participant in various inter-agency standing committee mechanisms established by the General Assembly and in governing bodies of United Nations entities. IOM is an active partner in the United Nations joint humanitarian appeals and some country programmes in a number of large-scale operations relating to demobilization and post-crisis reconstruction, including those in Angola, Bosnia and Herzegovina, the Great Lakes region of Central Africa, Haiti and Somalia. In Rwanda, under the auspices of the World Bank's demobilization, reintegration and reconciliation programme, it is envisaged that IOM will provide assistance to the Demobilization Commission in the design and implementation of the programme. Cooperation with UNDP, to assist in human development programmes in countries emerging from crisis and conflicts, has increased in Bosnia and Herzegovina, Haiti, Mali and Mozambique. IOM acts as an executing agency for UNDP. With UNFPA funding, IOM has been conducting a longitudinal study on the emigration dynamics in four selected subregions of the world - the Arab region; sub-Saharan Africa; South Asia; and Central America, Mexico and the Caribbean - and organized four regional policy workshops on project findings and related policy issues.

46. Some of IOM's closest operational partnerships are with UNHCR, and traditional refugee resettlement remains one of the cornerstones of this collaboration. This involves IOM in the documentation of migrants, medical screening and other logistical support to UNHCR. The second major collaboration with UNHCR is the organized, voluntary, post-conflict return of refugees, including those in Bosnia and Herzegovina and the Great Lakes region. A number of initiatives vis-à-vis migrant women are under way, especially in the fields of empowering migrant women workers and preventing trafficking in migrant women. In the Southern Cone of South America, a "migrant women's house" is being planned in Buenos Aires, with start-up funding from the Government of Argentina. The Government of Finland, and Rissho Kosei-kai, a Japanese private foundation, have contributed funding for the return and reintegration of trafficked and other vulnerable women and children from Thailand. IOM has also assisted the European Union in organizing a conference on trafficking in women for sexual exploitation, held in Vienna in early June 1996.

47. Some of the most ambitious IOM programmes for refugees and internally displaced persons, including demobilized soldiers, are being carried out in Africa. Under the United Nations Inter-Agency Appeal for Angola, IOM plans to provide return and reintegration assistance, including micro-projects for the supporting communities, to some 300,000 vulnerable cases in the larger population of internally displaced persons. IOM is also assisting internally displaced persons in El Salvador, Guatemala, Haiti, Mozambique, Nicaragua and Peru. In Tajikistan, a comprehensive programme has been developed with the host Government and non-governmental organizations to support the humane relocation of ecological migrants from natural-disaster-prone areas. Assistance activities

in all IOM emergency-related programmes identify and provide for families. In Chechnya, Russian Federation, IOM assistance included evacuation, return and the provision of temporary shelter and basic relief items. Priority assistance was given to women, children and handicapped persons. In May 1996, UNHCR, IOM and OSCE jointly organized the Regional Conference to Address the Problems of Refugees, Displaced Persons and Other Forms of Involuntary Displacement.

III. COLLABORATION IN INTERNATIONAL MIGRATION

48. In providing information about their programmes and initiatives in international migration, members of the Working Group on International Migration discussed collaborative activities, including difficulties encountered. Due to limitations of space, only a few examples have been selected for discussion in this section; however, they illustrate both the successes in collaboration as well as the generic kinds of problems that may be experienced by United Nations agencies and organizations. All members of the Working Group underscored the importance of collaboration and coordinated efforts in searching for solutions to international migration issues, including those concerning refugees, displaced persons and asylum-seekers.

49. An analysis of responses from Working Group members indicates that the following elements contribute to successful collaboration and coordination: regular meetings and consultations; the sharing of information and data; complementarity of guidelines; memoranda of understanding; joint participation in programme design, implementation, monitoring and evaluation; and partnerships with non-governmental organizations.

50. IOM reported that workshops and seminars involving non-governmental organizations alongside governmental and international agencies are an effective means of ensuring collaboration, cooperation and wide 'ownership' of programme planning and implementation. Increased information interlinkages and the use of checklists of actions for standard situations can also help to improve coordination with partner agencies. IOM noted that its closest operational partnerships have been with UNHCR. Traditional refugee resettlement remains one of the cornerstones of the collaboration between the two agencies.

51. A useful model for developing improved partnerships with non-governmental organizations is the PARinAC initiative of UNHCR, which emphasizes the formulation of common principles and goals and the creation of an umbrella framework for action and extensive consultative processes involving non-governmental organizations at the country, regional and international levels. UNHCR notes that involvement of local rather than international non-governmental organizations is likely to provide a closer link with the private sector at the country level and with institutions of civil society, such as voluntary agencies, human rights groups, cultural and academic associations, churches and other religious bodies, and refugee community groups.

52. On 15 November 1996, UNFPA announced an emergency reproductive health-care initiative for refugees in the Great Lakes region of Central Africa, expected to benefit some 200,000 women. The project will be funded with $500,000 from UNFPA and will be executed and coordinated by the International Federation of Red

Cross and Red Crescent Societies in full cooperation with UNHCR and non-governmental organizations. This collaborative effort marks the first time that reproductive health-care services for refugees have been planned at the beginning of an emergency operation. The initiative grew out of the recognition that refugees, internally displaced persons and persons in all emergency situations have the same vital human rights, including the right to reproductive health, as people in any community. The centrepiece of the initiative is a package of reproductive health services designed during the Inter-Agency Symposium on Reproductive Health, held in June 1995, organized by UNHCR and UNFPA in collaboration with UNICEF and WHO. This reproductive health-care initiative is a good example of collaboration and coordination among United Nations agencies and organizations and between the United Nations and non-governmental organizations.

53. With regard to regional collaboration, it was pointed out that the Task Force could promote regional collaboration, building on the various regional refugee frameworks that exist. For example, the Plan of Action for Indochinese Refugees in South-East Asia succeeded in finding a comprehensive regional solution to a mass displacement of people; and, the Plan of Action of the 1996 Commonwealth of Independent States Conference attempts to address a complex mix of potential or actual population movements in that region.

54. In reporting on difficulties encountered in collaboration and coordination, members of the Working Group noted that lack of knowledge about the mandates and capabilities of agencies and organizations sometimes hampers or delays optimal cooperation among agencies. In this regard, it was pointed out that agency profiles (annexed to *Issues in International Migration and Development),* outlining what each agency does in international migration, have helped publicize the mandate of each agency. However, Working Group members stressed that there should be more systematic and regular electronic networking and exchange of information among agencies, instead of the frequent production of position papers recapitulating existing knowledge.

55. Members reported that collaboration met with difficulties in situations where lack of adequate coordination and clarification of roles and responsibilities among agencies led to confusion in field operations. For example, UNHCR reported that at the beginning of the Rwanda refugee emergency in July 1994, there were early coordination problems among UNHCR, UNICEF and non-governmental organizations, primarily because of a lack of clarity on important issues such as which United Nations agency was the lead agency with regard to refugee and displaced children. In that case, 15,000 unaccompanied children in Goma alone were placed in 72 orphanages in 1994 - a situation contrary to UNHCR's emphasis on community- and family-based care for refugee children. Important lessons were learned from that operation about the need for greater coordination and clarity of roles. Within two years, UNHCR, UNICEF, the International Committee of the Red Cross and some 100 non-governmental organizations in the Great Lakes Region had devised a coordinated regional approach to the problem of unaccompanied children. As a result, a record number of some 45,000 unaccompanied children in the region were reunited with their families. The Memorandum of Understanding between UNHCR and UNICEF was invaluable in clarifying roles and responsibilities and providing for coordination and collaboration between the two organizations.

56. Members of the Working Group underscored regular contact and consultation as a prerequisite for effective coordination. It was noted that the Inter-Agency Standing Committee on the Continuum from Relief to Development, created in 1993, provided an appropriate forum for coordination, but since it did not meet regularly, the effectiveness of the initiative was limited.

57. Members of the Working Group stressed the importance of agencies being able to participate collaboratively from an early stage, both in crisis management/problem resolution and in regular programme planning and implementation. Not being involved from an early stage creates gaps which complicate effective coordination and collaboration. In that regard, the sharing of early warning information is a critical component of response preparedness.

58. Sometimes, the only obstacle to collaboration is a lack of funding. It was noted that a scarcity of funding in the area of international migration may result because certain destination countries for international migrants may not necessarily be interested in the investigation of migration issues. It was recommended, therefore, that sending countries should mobilize resources for programmes to address such issues.

59. Non-governmental organizations play key roles in all stages of migration, protection of migrant rights and delivery of humanitarian assistance. However, better coordination of efforts undertaken in the field is urgently needed. Thus, in addition to improved coordination between United Nations organizations and non-governmental organizations, it is equally important that non-governmental organizations improve coordination and collaboration among themselves. Non-governmental organizations working in international migration should be sensitive to the dynamics of cultural relations and to gender issues, including the special needs of women migrants, refugees and asylum-seekers. Overall, gender-sensitivity and culture-sensitivity training should be a requirement for all intervening organizations and bodies. Special efforts must be undertaken to provide gender-sensitive human rights education and training to public officials, including police, military personnel, health personnel and others who deal with migration and refugee issues.

IV. GENDER ISSUES AND THE FAMILY

60. Poverty, unemployment, economic recession, structural adjustment policies, the increasing fragility of the environment, war and civil strife - all have a disproportionately negative impact on women and are frequently causes of women's migration. The feminization of poverty has had an adverse impact on both rural and urban women. Seeking to improve their household incomes and provide sustenance for their families, migrant women enter the labour market in poorly remunerated and undervalued jobs, often without benefits, protection and legal recourse, and thus become easy victims of violence, abuse and exploitation. It is, therefore, critical that the gender perspective inform and be incorporated into all discussions and decision-making on the formulation, implementation, monitoring and evaluation of international migration policies, procedures and programmes.

61. A major constraint to dealing with the issue of violence against women migrants has been the lack of adequate data and information about the prevalence of violence. The Expert Group Meeting on Violence Against Women Migrants (27-31 May 1996), addressed this issue, made recommendations for indicators of violence and of vulnerability and for data on the general characteristics of women migrants and their situations, and emphasized the need for international cooperation and coordination in seeking solutions to the problem of violence against migrant women.

62. Reproductive health care, including family planning, ranked high on the agendas of recent United Nations conferences, particularly those focused on women and population. Migrants are not only a rapidly growing urban population but also a group with special reproductive health needs. Research indicates that migrants and their families face greater health problems than long-term residents. Providing adequate reproductive health care to migrants requires more focused communication and service delivery. The United Nations Resident Coordinator system, all United Nations bodies and concerned non-governmental organizations need to ensure that service providers can reach out to migrants where they live and be sensitive to differences between them and other residents. One way to serve migrants better is through community-based programmes that provide reproductive health care and family planning services at locations where migrants work and congregate.

63. The family reunification of documented migrants is an important issue in international migration. The Programme of Action of the International Conference on Population and Development urges Governments to promote, through family reunion, the normalization of the family lives of legal migrants who have the right to long-term residence. Women and children who migrate as family members should be protected from abuse or denial of their human rights by their sponsors, and Governments should consider extending their stay, should the family relationship dissolve. The United Nations system, in collaboration with other development partners, can strengthen its international efforts to achieve these recommendations of the Programme of Action.

V. CONCLUSIONS

64. The United Nations system can assist countries in the implementation of the recommendations and goals agreed upon at recent global conferences and contribute to the creation of an international environment supportive of growth and sustainable development. In responding to the Programme of Action, United Nations bodies, the Resident Coordinator system, the Task Force on Basic Social Services for All and other parts of the ACC machinery need to collaborate and coordinate their efforts in focusing on the following:

(a) Addressing the root causes of migration, which is critical not only to resolving migration problems but also to achieving the broader goal of sustainable development. International migration needs to be placed within the larger context of globalization and rapid economic growth and change. In their dialogues with Governments, including dialogues in the context of country programme planning, United Nations bodies should emphasize the importance and advantages of investing in development efforts in migration areas. Efforts of

the United Nations system focusing on poverty eradication are timely and need to be strengthened and expanded to include other development partners. At the same time, the international community needs to address other root causes, such as environmental degradation; domestic and international strife; war; and imbalances in trade, investment and labour markets;

(b) Increasing partnerships with non-governmental organizations and civil society, which is an essential component of the protection and promotion of migrant rights and the delivery of humanitarian assistance. Non-governmental organizations and civil society can also make a significant contribution in enhancing the understanding of migration issues by raising consciousness and awareness, shaping public opinion, influencing attitudes towards migration in receiving countries and educating and informing migrants of sending countries about the implications and hazards of migration. Non-governmental organizations can play a key role in combatting trafficking and protecting the rights of migrants by establishing alliances that bring various participants together, including law enforcement authorities. Non-governmental organizations frequently work at the grass-roots level and are in close touch with the situation and problems faced by migrants (documented and undocumented), refugees and other displaced persons. Thus, they can contribute to sensitizing, educating and training law enforcement and other authorities concerning the basic needs and problems of migrants. The United Nations system, at global, regional and national levels, can draw on the comparative advantages and experience of non-governmental organizations in international migration and strengthen partnerships and collaborative efforts with them;

(c) Advancing the human rights of migrants, which is a key area in which the United Nations system can play an influential role. International cooperation is essential in order to protect and promote the human rights of migrants and to combat violations of human rights, including those resulting from the trafficking and exploitation of migrants. Special efforts are needed to protect and promote the human rights of women migrants and refugees, who are especially vulnerable to violence and exploitation because of their gender. In close partnership with bilateral organizations and non-governmental organizations, the United Nations system can advocate the accession and ratification of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families and other such conventions and international instruments;

(d) Enhancing resource mobilization, which is pivotal to increasing programming to meet the challenges posed by international migration, including the need to address its root causes. Since many donor countries are also among the main destination countries for migrants, funding and resources for migration issues may not be readily available from this quarter. The United Nations system and its development partners need, therefore, to explore non-traditional sources of funding, including the private sector, particularly those transnational corporations that are among the beneficiaries of labour migration. The United Nations system can make a significant contribution at the global, regional and national levels in catalysing the role of the private sector, both in the broad area of poverty eradication and in the specific area of international migration;

(e) Strengthening international collaboration and cooperation, which is fundamental to achieving the aforementioned goals and to accomplishing the overarching United Nations system-wide objective of poverty eradication. With specific regard to international migration, many countries are involved in the sending, receiving and transit of migrants. Thus, there is a common basis for interest in the coordination of policies and international cooperation, including the use of regional and subregional mechanisms. Given the nature and magnitude of international migration, it is essential for the international community to collaborate and cooperate in addressing the pertinent issues. In this connection, the Task Force's Working Group on International Migration is planning to organize an international technical symposium in 1998 to examine the scope and impact of international migration flows and refugee movements and appropriate policy responses. The outcome of the symposium would be made widely available to the international community. The United Nations system is strategically positioned to facilitate this task through regular dialogue and communication; the sharing of relevant information and data; joint programmes; advocacy; and the promotion of an increased understanding of the needs and priorities of sending and receiving countries.

Notes

[1] Report of the International Conference on Population and Development, Cairo, 5-13 September 1994 (United Nations publication, Sales No. E.95.XIII.18), chap. I, resolution 1, annex.

[2] Report of the World Conference on Human Rights, Vienna, 14-25 June 1993 (A/CONF.157/24, part I), chap. III, paras. 33-35.

[3] Report of the World Summit for Social Development, Copenhagen, 6-12 March 1995 (A/CONF.166/9), chap. I, resolution 1, annex II, paras. 63, 77 and 78.

[4] Report of the World Conference on Women, Beijing, 4-15 September 1995 (A/CONF.177/20), chap. I, resolution 1, paras. 58 (k), 81 (a), 125-126, 130 and 147.

[5] Report of the United Nations Conference on Human Settlements (HABITAT II), Istanbul, 3-14 June 1996 (A/CONF.165/14), chap. I, resolution 1, paras. 8, 199 and 202 (b).

[6] The 20/20 initiative is a mutual commitment between interested developed and developing country partners to allocate, on average, 20 per cent of official development assistance (ODA) and 20 per cent of the national budget, respectively, to basic social programmes.

[7] United Nations publication, forthcoming.

[8] United Nations publication, Sales No. E.95.XIII.8.

[9] United Nations publication, Sales No. E.95.XIII.10.

[10] United Nations publication, forthcoming.

[11] See Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992, vol. I. Resolutions Adopted by the Conference (United Nations publication, Sales No. E.93.I.8 and corrigenda), resolution I, annex II.

[12] W. R. Bohning (Geneva, ILO, 1996). In English, French, Spanish and Czech.

[13] M. I. Abella (Geneva, ILO, forthcoming).

[14] R. E. Bilsborrow and others (Geneva, ILO, forthcoming).

Annex

MEMBERS OF THE ACC TASK FORCE ON BASIC SOCIAL SERVICES FOR ALL

United Nations Secretariat

Department for Economic and Social Information and Policy Analysis*
Department of Humanitarian Affairs*
Department of Policy Coordination and Sustainable Development*
Economic Commission for Africa (ECA)*
Economic Commission for Europe (ECE)*
Economic and Social Commission for Asia and the Pacific (ESCAP)*
Economic Commission for Latin America and the Caribbean (ECLAC)
Economic and Social Commission for Western Asia (ESCWA)

Food and Agriculture Organization of the United Nations (FAO)*

International Fund for Agricultural Development (IFAD)

International Labour Organization (ILO)*

International Monetary Fund (IMF)

International Organization for Migration (IOM)*

Office of the United Nations High Commissioner for Refugees (UNHCR)*

United Nations Centre for Human Settlements (UNCHS)*

United Nations Children's Fund (UNICEF)

United Nations Development Fund for Women (UNIFEM)*

United Nations Development Programme (UNDP)*

United Nations Educational, Scientific and Cultural Organization (UNESCO)*

United Nations Environment Programme (UNEP)

United Nations Industrial Development Organization (UNIDO)

United Nations International Drug Control Programme (UNDCP)*

United Nations Population Fund (UNFPA)*

United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)

World Bank*

World Food Programme (WFP)

World Health Organization (WHO)*

Note. Although not a member of the Task Force, IOM belongs to the Task Force's Working Group on International Migration.

* Replied to the request for information sent out by the Task Force secretariat.

UNITED
NATIONS

E

Economic and Social Council

Distr.
GENERAL

E/CN.9/1997/5
10 January 1997

ORIGINAL: ENGLISH

COMMISSION ON POPULATION AND DEVELOPMENT
Thirtieth session
24-28 February 1997
Item 4 of the provisional agenda*

FOLLOW-UP ACTIONS TO THE RECOMMENDATIONS OF THE INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT: INTERNATIONAL MIGRATION

Activities of intergovernmental and non-governmental organizations in the area of international migration

Report of the Secretary-General

SUMMARY

The present report was prepared in accordance with the terms of reference of the Commission on Population and Development and its topic-oriented, multi-year work programme, which were endorsed by the Economic and social Council in its resolution 1995/55. The report summarizes information on international migration gathered through correspondence and questionnaires sent to intergovernmental and non-governmental organizations to assess their progress towards achieving the objectives of the Programme of Action of the International Conference on Population and Development. The report also provides a summary of activities undertaken by the United Nations Relief and Works Agency for Palestine Refugees in the Near East and the United nations High Commissioner for Refugees in collaboration with non-governmental organizations in the search for solutions to the problems of refugees.

* E/CN.9/1997/1.

97-00662 (E) 280197 300197

/...

CONTENTS

		Paragraphs	Page
INTRODUCTION		1 - 6	3
I.	ACTIVITIES OF INTERGOVERNMENTAL ORGANIZATIONS	7 - 32	4
	A. Council of Europe	8 - 19	4
	B. International Organization for Migration	20 - 27	6
	C. Islamic Educational, Scientific and Cultural Organization	28 - 29	8
	D. Organisation for Economic Cooperation and Development	30 - 32	8
II.	ACTIVITIES OF NON-GOVERNMENTAL ORGANIZATIONS	33 - 67	9
	A. Characteristics and programmes of non-governmental organizations concerned with international migration	39 - 50	10
	B. Implementation of the objectives and recommendations for action in chapter X of the Programme of Action	51 - 60	13
	C. Priorities of non-governmental organizations	61 - 66	15
	D. Conclusion	67	18
III.	UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST: COOPERATION WITH NON-GOVERNMENTAL ORGANIZATIONS	68 - 71	18
IV.	OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES AND NON-GOVERNMENTAL ORGANIZATIONS: THE SEARCH FOR SOLUTIONS TO DISPLACEMENT	72 - 94	19
	A. The search for a new framework	75 - 78	20
	B. The Partnership in Action process	79 - 81	21
	C. Follow-up to and implementation of Partnership in Action	82 - 93	21
	D. Conclusion	94	24

INTRODUCTION

1. The Programme of Action adopted in 1994 by the International Conference on Population and Development recognizes the important contribution of non-governmental organizations to population and development activities at all levels.[1] It also stresses the need for effective partnership between Governments and non-governmental organizations to address the challenges of population and development.

2. The present report on activities of intergovernmental and non-governmental organizations for the implementation of the Programme of Action has been prepared in accordance with the terms of reference of the Commission on Population and Development and its topic-oriented, multi-year work programme, which was endorsed by the Economic and Social Council in its resolution 1955/55. The theme for 1997 is "International migration and development, with special emphasis on the linkages between migration and development, and on gender issues and the family".

3. The information used for the report was gathered through letters and questionnaires sent to intergovernmental and non-governmental organizations. Letters inquiring about activities relating to the implementation of the Programme of Action in the area of international migration were sent to the intergovernmental organizations that were represented at the International Conference on Population and Development. Although several intergovernmental organizations responded to the letters, only four provided information on activities specifically in the area of international migration. Chapter I presents information received from those organizations.

4. A large number of non-governmental organizations attended the International Conference on Population and Development. However, only a few of those accredited to the Conference listed international migration or related fields as an area of interest. In order to expand the coverage of activities, additional lists of non-governmental organizations working on international migration issues were obtained through the International Council of Voluntary Agencies (ICVA), a confederation of voluntary organizations based in Geneva, Switzerland. The information used for the preparation of chapter II was collected through a questionnaire sent to 282 non-governmental organizations in all regions of the world. The organizations that received the questionnaire were also encouraged to copy and distribute the form to others working in the same field. A total of 105 responses was received. Chapter II thus provides a summary of recent activities and concerns of non-governmental organizations working in the area of international migration and describes activities undertaken for the implementation of the Programme of Action.

5. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) has, since its establishment in 1950, worked in partnership with non-governmental organizations in providing services for Palestine refugees. Currently UNRWA works with over 50 national or international organizations and some 250 local non-governmental organizations. Chapter III presents a summary of UNRWA's work with non-governmental organizations.

6. The Office of the United Nations High Commissioner for Refugees (UNHCR) and non-governmental organizations have long cooperated in the search for solutions to the problems of human displacement. From its creation in 1951, UNHCR has maintained, as an integral part of its activities, collaboration with non-governmental organizations. With the increasing complexity and size of the refugee problem and the growing needs for assistance, the number of non-governmental organizations working with UNHCR and the diversity of their involvement has also increased. In 1995, some 450 non-governmental organizations worked as implementing partners of UNHCR.[2] Chapter IV, prepared by UNHCR, presents an overview of UNHCR's extensive work with non-governmental organizations.

I. ACTIVITIES OF INTERGOVERNMENTAL ORGANIZATIONS

7. Four of the intergovernmental organizations contacted provided information on activities in the area of international migration: Council of Europe, International Organization for Migration, Islamic Educational, Scientific and Cultural Organization, and Organisation for Economic Cooperation and Development.

A. Council of Europe

8. The Council of Europe, an organization devoted to the promotion of human rights and social justice, has long been concerned with the situation of migrants in its member States.[3] Some of its most important conventions, such as the European Social Charter and the European Convention on the Legal Status of Migrant Workers, contain far-reaching provisions in that area. Moreover, a series of recommendations containing policy guidelines has been adopted over the years by the Committee of Ministers and the Parliamentary Assembly. More recently, work has focused on the integration of immigrants and populations of immigrant origin into host societies and the building of good community relations in multiethnic societies.

9. At their Fifth Conference (Athens, November 1993), the European Ministers responsible for migration affairs requested the European Committee on Migration, which is the main intergovernmental body responsible for migration activities in the Council of Europe, to carry out a review of the implementation of community relations policies in member States. The review was presented to the Ministers responsible for migration affairs at their Sixth Conference (Warsaw, June 1996).

10. The project "Integration of immigrants: towards equal opportunities" sought to promote integration and equal opportunities for migrants and populations of immigrant origin. Practical guidelines in fields such as the immigrants' chances in the labour market, access to housing and social welfare provisions, recognition of the cultural rights of immigrants, etc. were drawn up for the use of Governments and others concerned with integration questions. A final report on the project as a whole was prepared by the Specialist Group on Equality of Opportunities and presented to the above-mentioned Sixth Ministerial Conference, where a new integration project "Tensions and tolerance: building better integrated communities across Europe" was launched.

11. Further activities of the European Committee on Migration concerned, inter alia, temporary migration for employment and training purposes. The Committee adopted a report on the subject, guidelines for the legal protection of short-term migrants, and a commentary thereon. A project on the repatriation of persons in the wake of the political changes in Central and Eastern Europe is still under way.

12. Another project carried out jointly by the European Committee on Migration and the Steering Committee for Equality between Women and Men concerned migration, cultural diversity and equality between women and men.

13. In 1994, the Committee of Ministers decided that the European Committee on Migration and the Ad Hoc Committee of Experts on the Legal Aspects of Territorial Asylum, Refugees and Stateless Persons should hold a joint meeting once a year to exchange views on pan-European migration trends and policies and to make proposals for work to be carried out in that field. Two such meetings took place, in November 1995 and April 1996. It was noted that, since other international bodies were also developing efficient cooperation on frontier control matters and the problem of illegal migration, the bodies of the Council of Europe might concentrate on the broader aspects of migration flows and policies, such as the need to take a comprehensive view of migration phenomena affecting Europe, including consideration of root causes and integration policy, and the definition of principles for orderly migration movements into and within Europe.

14. The Ad Hoc Committee of Experts on the Legal Aspects of Territorial Asylum, Refugees and Stateless Persons is searching for concrete ways to harmonize the rules and practices that are followed in Europe in matters of asylum policy. Its present agenda contains the following items: the concept of "safe third country", from the perspective of third countries; the right of rejected asylum-seekers to appeal; and the return of rejected asylum-seekers.

15. The Council of Europe's work to achieve democratic security and full respect for human rights - in particular, the rights of minorities - and to improve socio-economic conditions in the migrant-producing countries of Central and Eastern Europe can be seen as a major contribution to the elimination of the root causes of migration in Europe.

16. The European Population Committee is responsible for analysing the demographic situation and trends in its member States, including internal and international migration. Every year it publishes a report entitled "Recent demographic developments in Europe" which provides basic statistical data, some of them on migration movements, foreign population and net migration.

17. Under the authority of the European Population Committee, a Mediterranean Conference on Population, Migration and Development was held in 1996 (Palma de Mallorca, 15-17 October). The aim of the Conference was to promote a dialogue between Europe and the States in the south and east of the Mediterranean on such themes as demographic trends and their medium- and long-term consequences; migration flows towards Europe, their root causes, development, and effects on countries of origin and countries of destination; the relationship between

economic development and emigration; and the role and effectiveness of cooperation and partnership.

18. Since 1994, the Parliamentary Assembly of the Council of Europe has adopted a series of recommendations and resolutions concerning migrants, refugees and migration policies on such topics as the right of asylum; cooperation in the Mediterranean basin; the situation of immigrant women in Europe; the humanitarian situation of refugees and displaced persons in Armenia and Azerbaijan; migrants, ethnic minorities and the media; refugees and asylum-seekers in Central and Eastern Europe; the humanitarian situation and needs of the refugees, displaced persons and other vulnerable groups in the countries of the former Yugoslavia; the humanitarian situation and needs of the displaced Iraqi Kurdish population; Europeans living abroad; and the situation of the German ethnic minority in the former Soviet Union.

19. One of the most important tasks of the Congress of Local and Regional Authorities of Europe, a consultative body representing local and regional authorities, is to promote local democracy in the countries of Central and Eastern Europe and trans-frontier and interregional cooperation, thus contributing to democratic security in Europe.

B. International Organization for Migration

20. The International Organization for Migration (IOM) has consistently stressed the relevance and importance of the Programme of Action for cooperative international action to meet current and future migration challenges. The comprehensiveness and quality of the Programme and the broad international consensus it achieved have made it a milestone and point of reference in the migration debate.

21. The objectives and recommendations for action, in chapter X in particular, were consequently taken into account in the strategic planning process of IOM. The overall link between IOM's strategic plan and the Programme of Action is explicitly addressed: the various elements of IOM's mission statement and the nine strategic objectives set out for the Organization are connected to specific paragraphs of the Programme of Action.[4]

22. IOM groups its work into four broad categories of programme activity: humanitarian migration; migration for development; technical cooperation; and migration debate, research and information. Each of these encompasses a variety of IOM programme activities, and each finds its reflection in sections of the Programme of Action.

23. With regard to humanitarian migration, IOM, working with other intergovernmental and international non-governmental organizations and with States, has continued to participate in efforts to assist forcibly displaced populations. Specifically, this has included activities such as moving people to safe havens and providing assistance upon their arrival, arranging for medical treatment abroad for those wounded and unable to obtain it in situ, and facilitating third-country resettlement on either a temporary or permanent basis. Return migration is another important component of IOM's humanitarian

migration efforts. Largely on behalf of unsuccessful asylum-seekers but increasingly on behalf of trafficked migrants and other stranded persons seeking to migrate through irregular channels, IOM is involved in arranging for the voluntary return in safety and dignity of individual migrants who cannot remain at their current location. IOM has complemented its operational activities with efforts to promote dialogue among sending, receiving and transit countries which are faced with the harsh realities and the humanitarian dilemmas of increasing irregular flows of migrants, with a view towards both cooperative solutions and, most importantly, prevention. Finally, family reunion is the third important component of IOM's traditional humanitarian activities regarding migration.

24. For several decades, IOM has carried out programmes predicated on the concept that migration, particularly of the highly skilled, can promote economic and social development. Some of the programmes involved selected immigrants possessing skills in short supply in developing countries. More recently, however, IOM's programme focus has been on the return of developing country nationals who have acquired skills abroad and who could, if they were to return, contribute to national development efforts. Significant programmes of this type are under way in Africa and Latin America, and small pilot efforts are being made in Asia. Alongside these programmes of long-term migration or permanent settlement, IOM has also been exploring new ways to link the skills of expatriate nationals to the development process of their countries of origin through temporary migration programmes and other schemes.

25. Technical cooperation has been growing in the past few years, related largely to the changes in Central and Eastern Europe and their effects on both intra- and interregional migration flows. Focused on building the capacity to develop and implement adequate migration policies, IOM's role has been to provide expert technical advice and training and to arrange for the sharing of experiences and hands-on migration management methods among States and with other international organizations. This is a major component of the joint implementation plan devised by IOM and UNHCR as a follow-up to the Regional Conference to Address the Problems of Refugees, Displaced Persons, Other Forms of Involuntary Displacement and Returnees in the Countries of the Commonwealth of Independent States and Relevant Neighbouring States (CIS Conference on Refugees and Migrants) (Geneva, 30-31 May 1996), and jointly organized by UNHCR, IOM and the Organization for Security and Cooperation in Europe (OSCE).

26. IOM has been encouraging the migration debate at the intergovernmental level, through workshops, seminars and conferences on such issues as trafficking in migrants, respect for the rights and dignity of migrants, migration and the environment and emigration dynamics in developing countries. A four-year research project, supported by UNFPA, is devoted to the study of emigration dynamics in developing countries, which has particular relevance to the Programme of Action. Other recent research has focused on trafficking in women in particular, reflecting the priorities of the Programme of Action and IOM's own increasing emphasis on gender issues related to migration, as reflected in the creation in 1995 of a Working Group on Gender Issues.[5] Information - in particular, the dissemination of information to intending migrants - is an area in which IOM has experimented considerably over the past several years. In response to increasing flows of irregular migrants from Albania and Romania, for example, IOM mounted programmes to answer potential migrants' questions (through

radio call-in shows and publications) and to spread the message about the realities and the risks of irregular migration. In contributing to the prevention of irregular migration, IOM has also stressed the need for receiving States to create immigration programmes which more adequately reflect labour demands currently being met through clandestine migration and to make those programmes known at the time that control measures to deal with irregular migrants are publicized. Lastly, in the information field, IOM has created a migration home page on the World Wide Web (http://www.iom.ch) which is designed to serve both as a primary source of information on migration (legislation, administrative structures, meetings, publications, etc.) and as a link to other migration-related web sites.

27. IOM's mission statement, which is based on the principle that humane and orderly migration benefits migrants and society, encapsulates why the Organization continues to devote considerable effort to furthering the Programme of Action. The four specific action areas laid out in the mission statement - operational assistance, advancement of understanding of the issues, encouragement of social and economic development through migration, and upholding the human dignity and well-being of migrants - permeate the Programme of Action, too, and provide a solid basis for IOM's institutional commitment to moving the international consensus reached at the International Conference on Population and Development towards concrete action.

C. Islamic Educational, Scientific and Cultural Organization

28. The Islamic Educational, Scientific and Cultural Organization (ISESCO) is directly concerned with one consequence of migration - i.e., the formation of Muslim emigrant communities in non-Islamic countries. ISESCO provides support for these communities, to help them preserve their identity and Islamic culture and heritage. Its programmes are geared towards providing Muslim children with information on Islamic culture and life, thus giving them the chance for a balanced understanding of their culture and the culture of the country in which they live, in order to enhance positive participation based on mutual understanding.

29. The activities of ISESCO include providing Islamic cultural centres with reference books and publications; holding training sessions for Arabic language and Islamic education teachers in Islamic schools and centres in non-Islamic countries; awarding scholarships for children of emigrants to pursue their studies in universities all over the world; preparing curricula for teaching Arabic language and Islamic principles to children of Muslim emigrants; and producing audio-visual materials to help link Muslim communities with Islamic thought, culture and civilizations.

D. Organisation for Economic Cooperation and Development

30. The Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD) has long been engaged in monitoring developments in the field of migration. Activities in past years have focused on a review of migration/development linkages and have fed into the debate

taking place both within the Organisation and beyond. More recently, work has been initiated in the field of environmentally induced population movements. The objective of this work is to strengthen the capacity and coherence of donors in dealing with environmental migration, particularly with reference to water, population and other relevant environmental issues. The focal point of this work is the DAC Working Party on Development Assistance and Environment.

31. For several years OECD has been conducting activities in the field of migration and economic development. These activities gained importance on the occasion of the International Conference on Migration (Rome, March 1991) and organized in collaboration with the Italian authorities.[6] That Conference was followed by the Conference on Migration and International Cooperation (Madrid, March 1993), with the support of the Governments of Canada and Spain.[7] Member States were invited to adopt the best strategy for reducing migration - namely to help countries with strong migratory potential to promote conditions for sustainable development and job creation. The Conferences also made clear the need to examine thoroughly the links between free trade, regional economic integration and international migration.

32. Currently, the OECD Secretariat, following the recommendations of the Working Group on Migration, is conducting a research project on migration, free trade and regional economic integration, focusing on three regions. Seminars were held on Central and Eastern Europe (Vienna, 29 February-1 March 1996) and on the Mediterranean Basin (Athens, 31 October-1 November 1996). A third, on Northern America, will be held in Mexico City during the second half of 1997. At the beginning of 1998, an international conference will draw upon the regional analyses and will study the results of the work that OECD is conducting, with support from Japan and in collaboration with the International Labour Organization (ILO), on migration and the labour market in Asia.[8]

II. ACTIVITIES OF NON-GOVERNMENTAL ORGANIZATIONS

33. The Programme of Action affirms the importance of partnership between Governments and non-governmental organizations in the formulation, implementation, monitoring and evaluation of population and development objectives and activities. As was evident at the International Conference on Population and Development (Cairo, 1994), non-governmental organizations are carrying out significant amounts of programming and research in the fields of population and development and are valuable partners with Governments in promoting the Programme of Action. This section assesses the work of non-governmental organizations specifically in the field of international migration and identifies ways in which they are implementing the objectives and recommendations for action of the Programme of Action.

34. The information used in the preparation of this chapter was solicited through a four-page survey form sent in July 1996 to 282 non-governmental organizations in all regions of the world, requesting descriptions of recent activities and concerns of non-governmental organizations working in the field of international migration.

35. The list of non-governmental organizations invited to respond to the survey included, in addition to those known to work explicitly on international migration concerns, those working in related service areas and/or on refugee matters. The addresses were compiled from a list of non-governmental organizations accredited to the International Conference on Population and Development and from lists provided by the International Council of Voluntary Agencies, a confederation of voluntary organizations. Those non-governmental organizations were encouraged to copy and distribute the survey form to others working in the field. Over one dozen unsolicited responses were received. An effort was made to seek responses from both large international, regional and national non-governmental organizations and grass-roots organizations, often very locally based.

36. A total of 105 responses was received (13 from international organizations; 11 from Africa; 34 from Asia; 25 from Europe; 5 from Latin America and the Caribbean; and 9 from Northern America; in addition 8 letters were received without completed questionnaires). Most respondents expanded their basic answers with brief descriptions of their organization's programming. Some enclosed additional documents such as promotional brochures, annual reports, briefing papers etc. Responses of regret were received from five organizations, stating that the survey was not relevant to their work. Most expressed interest in the project, however, and requested copies of the final report. The responses indicate that the invitation to complete the questionnaire was welcomed by many recipients.

37. The type of work carried out by non-governmental organizations working with migrants and on international migration varies substantially among the organizations. However, the work carried out in each region is duplicated to a varying extent in other parts of the world. Therefore, this section provides composite descriptions of the characteristics and programming of the responding non-governmental organizations.

38. The survey not only inquired about the work of the non-governmental organizations but also asked the respondents to identify what they deemed to be the four top priority objectives of those listed in chapter X of the Programme of Action. In addition, respondents were asked: "Are there other issues in work related to international migration that your organization believes Governments, intergovernmental bodies and non-governmental organizations should address?" The responses to both topics are summarized below.

A. Characteristics and programmes of non-governmental organizations concerned with international migration

39. The Programme of Action recognizes that non-governmental organizations are actively involved in the provision of programme and project services in virtually every area of socio-economic development, including the population sector. They are actors in a realm that bridges the gap between the public (i.e., governmental) and the private sectors. In chapter XV (Partnership with the non-governmental sector), paragraph 15.2, the Programme of Action also states that:

> "... non-governmental groups are already rightly recognized for their comparative advantage in relation to government agencies, because of innovative, flexible and responsive programme design and implementation, including grass-roots participation, and because quite often they are rooted in and interact with constituencies that are poorly served and hard to reach through government channels."

40. This certainly is true for non-governmental organizations working in the field of international migration, which provide a place for information exchange, dialogue and cooperation between migrants (documented, undocumented and refugees), citizens, employers and governmental agencies in countries of origin and destination. They were created to serve a broad spectrum of constituencies and address many aspects of international migration; some are initiated by migrants to promote greater self-development and protection; others represent the views, concerns and experiences of particular migrant groups. Non-governmental organizations also exist or have expanded their mandates specifically to provide services, guidance and advocacy to and for migrants and their family members.

41. Direct service from non-governmental organizations to migrants and their family members begins before they depart from their countries of origin. In Asia, for example, many non-governmental organizations have developed information pamphlets about laws, regulations and procedures for migrating to specific countries. They also conduct courses and seminars about the culture, language and laws of the intended host country. In some cases, help is provided to negotiate the terms of employment and secure an employment contract prior to departure. Service may also be rendered while the migrant is out of his or her country of origin - for example, facilitating communication with family members and channelling the remittance of foreign wages. Non-governmental organizations assist migrants and their family members upon their return in the process of reintegration, particularly in the form of skills re-training and psychological, social and vocational counselling.

42. Migrants and their family members have urgent need for help in the near-term after their arrival in the countries of destination. Non-governmental organizations provide a wide variety of services to help orient and settle new arrivals, including temporary housing, interpretation, accompanying individuals to governmental agencies, guidance in seeking employment and permanent housing, orienting family members to public and commercial services such as schools and stores, etc. In the case of refugees and undocumented migrants, legal services and guidance are also provided. Religious and community groups often serve as formal sponsors to refugees, providing resettlement assistance, including housing, temporary financial aid, orientation to the community, advocacy, etc.

43. Many non-governmental organizations provide services to migrants beyond the initial settling-in period. Courses in language and culture continue to familiarize migrants and their family members with the ways of their new neighbours, employers and Governments. In some cases, adjustment to the culture and settling-in may not go smoothly. At such times, non-governmental organizations provide social, psychological and vocational counselling. Support groups are organized to provide contact and encouragement for people from the same country or region, or in similar types of work or situations. Social and

recreational activities are put on to provide companionship and contacts for those who may feel isolated from their surrounding communities. Assistance is often provided for dealing with governmental procedures, most particularly in the form of interpretation but also including reading official correspondence, completing forms and setting up meetings and contacts directly with civil servants and governmental authorities. Many non-governmental organizations also offer legal and medical assistance or referral to such services.

44. A growing number of non-governmental organizations focus specifically on the problems related to trafficking in women and children for sexual exploitation and slavery. In addition to many of the services described above, those organizations provide protection and counselling for women and children who are victims of violence and sexual abuse. Rehabilitation, retraining and reintegration programmes assist the women and children to return to their home countries and communities or to establish new lives in the countries where they currently reside.

45. Certain groups of migrants, particularly migrant workers, have established non-governmental organizations or actively participate in other non-governmental organizations concerned with international migration. The organizations they create provide many of the services listed above. Their unique feature, however, is that they offer organized ways for migrants to express their experiences, needs and concerns in order to increase public awareness and help in ensuring the quality and relevance of programmes and services.

46. Countries of destination and their communities also benefit from the work of non-governmental organizations. Courses and seminars about host-country laws, procedures, practices and languages help migrants and their family members integrate more smoothly. Conversely, awareness-building, information and education projects directed at the host community help citizens welcome and feel at ease with migrants. Tension founded in cultural misunderstanding, racism, religious and linguistic differences, and economic pressure can mount in some localities. Non-governmental organizations, particularly those including local citizens and community leaders, are able to provide mediation and problem-solving mechanisms to avoid the entrenchment or exacerbation of racism and xenophobia. There are also non-governmental organizations of citizens concerned about the impact of migration on their communities and nations which study the phenomenon of immigration and advocate policies and procedures to manage what they believe to be an unwarranted - even unwanted - influx of migrants.

47. Migrants and their family members are particularly vulnerable, both in the process of migration and in the country of destination. Much of the activity described above fosters protection for them, especially in regard to the impact of racism, xenophobia and religious intolerance in the local community. Non-governmental organizations are also active in campaigning for improved national legislation and regulations and for regional and international standards to ensure the rights of migrants and their family members.

48. Several international non-governmental organizations provide an important coordinating function among national affiliates who share information and conduct cooperative programming. Coalitions of non-governmental organizations - international, regional and national - also promote cooperation and dialogue

between countries of origin and countries of destination. These contribute direct service as well as research, education and advocacy programming.

49. Research and documentation are carried out by many non-governmental organizations concerned with international migration. Those involved with extensive direct service often document the cases of the people to whom they provide service in order to develop profiles of migrants. Direct service providers and various research-oriented non-governmental organizations conduct investigations into the root causes of migration, sometimes using individual case documentation as a key source for analysis. Case documentation, research and monitoring of migration patterns are combined by some non-governmental organizations in order to track trends in international migration flows and to serve as the basis for preparing positions for advocacy with intergovernmental bodies and national, regional and local governments.

50. Non-governmental organizations support and promote the implementation of national laws and regional and international conventions and standards. Through training and seminars, they build awareness among both the general public and migrant communities about laws and regulations concerning immigration and emigration. Informed by their knowledge of their constituencies and by their technical expertise, non-governmental organizations are constructive voices in legislative and intergovernmental meetings on policies and programmes concerning international migration. With their combination of international networks and national bases, non-governmental organizations are particularly well positioned to promote the ratification and implementation of international conventions such as the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. Half of the non-governmental organizations responding to the survey indicated that they were actively promoting ratification of the Convention.

B. Implementation of the objectives and recommendations for action in chapter X of the Programme of Action

51. The non-governmental organizations that responded to the survey distributed in preparation of this section stated that their work promotes and implements all the objectives stated in chapter X of the Programme of Action. The programmes mentioned above describe many of the specific applications. No one organization covers all the objectives. However, 61 per cent of the respondents stated that their activities "address the root causes of migration, especially those related to poverty" (Programme of Action, para. 10.2 (a)). Fifty-nine per cent conduct programmes "to ensure protection against racism, ethnocentrism and xenophobia" (paras. 10.10 (c) and 10.16 (d)), while 58 per cent work "to eliminate discriminatory practices against documented migrants, especially women, children and the elderly" (para. 10.10 (b)).

52. Fifty-seven per cent of the respondent organizations work "to encourage more cooperation and dialogue between countries of origin and countries of destination in order to maximize the benefits of migration to those concerned and increase the likelihood that migration has positive consequences for the development of both sending and receiving countries" (para. 10.2 (b)).

53. The "welfare of documented migrants and members of their families" (para. 10.10 (d)) is also promoted by 57 per cent of the respondents. Fifty-six per cent seek "to ensure effective protection of and assistance to refugee populations, with particular attention to the needs and physical security of refugee women and refugee children" (para. 10.22 (c)).

54. Although their programmes span the objectives and recommendations for action of chapter X, the non-governmental organizations that responded to the survey are particularly active in the implementation of four of the objectives of the Programme of Action:

(a) "To ensure the social and economic integration of documented migrants, especially of those who have acquired the right to long-term residence in the country of destination, and their equal treatment before the law" (para. 10.10 (a));

(b) "To ensure protection against racism, ethnocentrism and xenophobia" (paras. 10.10 (c) and 10.16 (d));

(c) "To promote the welfare of documented migrants and members of their families" (para. 10.10 (d)); and

(d) "To prevent all international trafficking in migrants, especially for the purposes of prostitution" (para. 10.16 (c)).

55. Brief descriptions of some of those programmes follow. It is significant that most non-governmental organizations do not distinguish documented from undocumented migrants when they describe the recipients of their services.

56. To ensure social and economic integration and equal treatment before the law, skills training for migrants is provided by the Christian Council of Ghana and the Ecumenical Committee for Uprooted People in Egypt. The Asian Domestic Workers Unions, in Hong Kong, emphasize computer skills training. Legal advice and assistance in applying for residency and work permits is provided by Hungarian Interchurch Aid and by the Society of Citizens Assisting Emigrants, in the Czech Republic. Christian Action, in Hong Kong, offers free legal advice, including negotiations with employers. Counselling, credit and support for organic agriculture is provided by Asociación Regional para Las Migraciones Forzadas, in Costa Rica. Asian Immigrant Women Advocates, in the United States of America, gives training in occupational health and safety, while COSTI Immigrant Services, in Canada, offers English-language training.

57. To ensure protection against racism, ethnocentrism and xenophobia, the Asociación Regional para Las Migraciones Forzadas, in Costa Rica, encourages the acceptance and protection of migrants in that country by conducting campaigns against xenophobia. In the United States, the National Network for Immigrant and Refugee Rights promotes community education and campaigns on immigration, to build public support for migrants. Southern African Churches in Ministry with Uprooted People promotes awareness-building in churches throughout the region about the causes of forced displacement of people and the need for protection and advocacy for them in their host communities. In Switzerland, the Federation of Swiss Protestant Churches has representatives on governmental bodies

concerned with refugees, foreigners and racism. They advocate for the acceptance and protection of refugees and migrants in their country. Information days promoting human rights awareness for lawyers and students are organized by the Legal Information Centre for Human Rights, in Estonia, and related information is disseminated to the general public through the mass media.

58. To promote the welfare of documented migrants and members of their families, counselling and emergency shelter are urgent needs all over the world. Such services are provided by a wide variety of non-governmental organizations, including the Asian Domestic Workers Unions, in Hong Kong; Casa des Amigos, in Japan; Migrante-Europe, in the Netherlands; the Christian Council of Ghana, and the Ecumenical Committee for Uprooted People in Egypt. Caritas-Hong Kong offers counselling and social/recreational activities to help minimize the feeling of loneliness and isolation often experienced by migrants. The Forum on Asian Immigrant Workers, in Japan, publishes a manual in English, Korean and Persian, entitled "Manual for migrant workers" to help migrant workers understand their rights and responsibilities in Japan. In Colombia, the Catholic Bishop's National Secretariat has a section responsible for concerns related to the movement of people. One of its programmes is to train counsellors throughout the country who assist "people on the move" as they attempt to manage the possibilities and consequences of migration. Direct assistance programmes are provided to refugees and migrants by the Middle East Council of Churches.

59. To prevent all international trafficking in migrants, especially for the purposes of prostitution, a number of non-governmental organizations in Asia are dedicated specifically to discouraging trafficking of women for the purposes of prostitution and providing services to the women who become victims of the practice. Tenaganita in Malaysia encourages intercountry actions to protest illegal trafficking of women for the "entertainment" industry. In Japan, the Japan Anti-Prostitution Association runs a shelter to protect women trying to escape prostitution. The Third World Movement Against the Exploitation of Women, in the Philippines, provides an alternative lifestyle and livelihood programme for survivors of sexual exploitation and abuse.

60. The programmes listed above present a sample of the type and extent of programming by non-governmental organizations in the field of international migration. It is notable that the vast majority of programmes mentioned in the survey are very practical in nature: skills training, legal and medical services, provision of emergency shelter and food, language training, interpretation and translation, etc. These programme priorities emerge in direct response to the expressed needs of the constituencies served by the organizations.

C. Priorities of non-governmental organizations

61. The respondents were asked to identify what they considered to be the four most important objectives of those listed in chapter X. Decisively, the highest priority is "to address the root causes of migration, especially those related to poverty" (para. 10.2 (a)).

62. Protection is the next greatest concern, with numerous organizations identifying the need "to ensure protection against racism, ethnocentrism and xenophobia" (paras. 10.10 (c) and 10.16 (d)), "to ensure effective protection of and assistance to refugee populations, with particular attention to the needs and physical security of refugee women and refugee children" (para. 10.22 (c)), and "to eliminate discriminatory practices against documented migrants, especially women, children and the elderly" (para. 10.10 (b)).

63. The third most important objective is promoting the welfare of migrants: "to promote the welfare of migrants and members of their families" (para. 10.10 (c)) and "to encourage more cooperation and dialogue between countries of origin and countries of destination in order to maximize the benefits of migration to those concerned and increase the likelihood that migration has positive consequences for the development of both sending and receiving countries" (para. 10.2 (b)).

64. Respondents identified the need "to address the root causes of undocumented migration" (para. 10.16 (a)) as fourth in order of importance.

65. Seventeen respondents interpreted the question as a request to prioritize the four topics within chapter X. They listed the following topics, in order of priority:

(a) Refugee, asylum-seekers and displaced persons;

(b) International migration and development;

(c) Documented migrants;

(d) Undocumented migrants.

66. The survey extended the question about the objectives of the Programme of Action by asking: "Are there other issues in work related to international migration that your organization believes Governments, intergovernmental and non-governmental should address?" The following suggestions were made on issues that the organizations responding to the survey believed needed further attention.

1. Measures to empower migrants and members of their families

(a) Ensure that migrants and refugees take an active role in devising solutions to the problems they face.

(b) Make migrants aware of the content of international and regional conventions or agreements concerning migration and about the national laws regulating migration. Ensure that migrants and refugees know their rights and obligations in the receiving State.

(c) Place emphasis on providing assistance to refugees and displaced persons so that they may be reunited with their immediate family members.

(d) Document the extent to which laws and regulations regarding migration are enforced by receiving countries.

(e) Provide the necessary medical and social assistance to physically and mentally disabled migrants.

2. Measures to ensure good governance and respect for international law

(a) Promote the ratification and implementation of international conventions relative to migration and refugee movements, especially the 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

(b) Ensure a wide dissemination of the texts of relevant international instruments, especially those dealing with protection and humanitarian issues.

(c) Document and raise awareness about the occurrence of human rights abuses against migrants or refugees.

(d) Ensure that no person is denied the right to leave any country (including his or her own) or to return to his or her country of citizenship.

(e) Raise awareness among Governments about the need to defuse situations that may lead to conflict before that conflict starts.

(f) Promote international solidarity and burden-sharing in relation to providing protection and assistance to refugees.

(g) Stress universal respect for human rights.

(h) Encourage a dialogue among migrant communities, Governments and relevant intergovernmental bodies to promote mutual understanding and improve awareness about issues and concerns of migrants.

(i) Provide information to potential migrants regarding the situation in possible countries of destination.

3. Measures relative to migrant women and children

(a) Penalize international trafficking in persons, particularly of women and children for the purposes of prostitution.

(b) Develop appropriate response mechanisms to ensure that refugee women and their children receive adequate protection and assistance.

4. Measures relative to labour migration

(a) Encourage the effective regulation of labour recruiters and other intermediaries who facilitate international migration.

(b) Promote better communication between employers in the country of destination and potential migrants in the country of origin so as to avoid unscrupulous intermediaries who take advantage of the latter.

(c) Work towards the legalization of migrants in an irregular situation who hold jobs in the receiving country.

(d) Facilitate the safe transfer of remittances from migrant workers to their families in countries of origin.

D. Conclusion

67. Non-governmental organizations are experienced and committed partners of governmental and intergovernmental organizations in the implementation of the objectives and recommendations for action of chapter X of the Programme of Action. Their extensive contact with migrant populations positions them well to assess the needs in those communities for service and education. In addition, their standing as service providers and advocates gives them a level of credibility which makes them effective conduits of information about governmental services and national laws and regulations concerning migrants and refugees. Lastly, their knowledge of their members and the recipients of their services makes them valuable advisors to Governments and intergovernmental organizations as they further their programmes and policies concerning documented and undocumented migrants and refugees.

III. UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST: COOPERATION WITH NON-GOVERNMENTAL ORGANIZATIONS

68. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) works closely with non-governmental organizations in providing services to Palestine refugees. The partnership between UNRWA and non-governmental organizations dates back to the establishment of the Agency in 1950. Currently, the Agency works with over 50 national or international non-governmental organizations and some 250 local non-governmental organizations in providing services to 3.3 million Palestine refugees in Jordan, Lebanon, the Syrian Arab Republic, and the West Bank and Gaza Strip. The organizations are generally oriented towards medical, humanitarian, human rights and development issues.

69. The non-governmental organizations have complemented UNRWA's education, health, relief and social services to refugees by pioneering work in assisting people with disabilities and launching community self-help and income-generation programmes. They have given financial aid, assistance in elementary schooling, staff training, and maternal and child health care, and have distributed food and medical supplies. They run pilot projects in new domains and in emergency situations. For its part, UNRWA helps non-governmental organizations by giving direct financial aid or by sharing expertise, technology and information and through joint training workshops. The Agency also participates with

non-governmental organizations in seminars and planning, assists with their fund-raising campaigns and supports the development of community organizations.

70. At the local level, the non-governmental organizations working with UNRWA range from support groups for individual hospitals or centres for the disabled to societies for the physically or mentally handicapped, covering a particular town or area, locally based law centres, women's associations, universities, medical associations and camp or village committees.

71. The national or international non-governmental organizations include refugee councils; institutions representing the interest of children, youth, women, the disabled or the aged; peace funds; religious associations; and groups specializing in technical or economic development.

IV. UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES AND NON-GOVERNMENTAL ORGANIZATIONS: THE SEARCH FOR SOLUTIONS TO DISPLACEMENT

72. The United Nations High Commissioner for Refugees (UNHCR) and non-governmental organizations have long cooperated in the search for solutions to the problems of human displacement. From its creation in 1951, UNHCR has maintained, as an integral part of its activities, collaboration with non-governmental organizations. Article 1 of the Statute of the Office, stating UNHCR's mandate to provide international protection to refugees and to seek permanent solutions to their problem, includes a specific reference to implementation by assisting Governments and, subject to their approval, by private voluntary organizations. Furthermore, Article 8 of the Statute calls on the High Commissioner to provide for the protection of refugees by, inter alia, establishing contacts with non-governmental organizations dealing with refugee questions and facilitating the welfare of refugees. Non-governmental organizations also participated, as observers, submitting oral and written statements, in the United Nations Conference of Plenipotentiaries on the Status of Refugees and Stateless Persons, which on 28 July 1951 adopted the principal international refugee instrument, the 1951 Convention relating to the Status of Refugees. UNHCR is therefore mandated to work with non-governmental organizations in the search for solutions to the problems of refugees.

73. UNHCR's humanitarian character and its non-operational dimension in the early days after its creation meant that non-governmental organizations became important actors in the implementation of assistance projects for refugees and a vital link to them. UNHCR was involved in planning and coordination, while the implementation of the programmes was largely the work of non-governmental organizations.

74. As UNHCR became involved in regions outside Europe, it also developed relations with the nascent movements of non-governmental organizations in those regions, particularly in Africa. Many non-governmental organizations were already engaged in small localized efforts to address displacement problems. Large-scale refugee influxes in Africa marked a new chapter in the working relations between non-governmental organizations and UNHCR and contributed to joint efforts to address the problems of refugees. In Asia, UNHCR sought to

secure material assistance to respond to unprecedented refugee needs. Non-governmental organizations, mostly international, became UNHCR's main implementing partners.

A. The search for a new framework

75. By the 1970s, UNHCR had established a presence in many regions of the world. Its efforts were complemented by partnerships with non-governmental organizations in assistance and protection activities. UNHCR's work with non-governmental organizations varied, according to specific refugee needs, to include the provision of essential relief such as food, shelter, water and health services. Non-governmental organizations were also involved in the resettlement of millions of refugees from countries of first asylum and in the local integration of millions of others. In addition, non-governmental organizations made major contributions to programmes for the voluntary repatriation of refugees and their subsequent reintegration. In the 1980s, Central America provided an example of involvement with non-governmental organizations, not only in repatriation programmes but also in those aimed at the reintegration of returnees. Non-governmental organizations played a key role in the International Conference on Central American Refugees (CIREFCA) and its follow-up.

76. The end of the Cold War marked the beginning of a new era involving greater and more complex kinds of forced displacement. In the search for a renewed framework to better address and find solutions for the new challenges, UNHCR has been closely engaged in collaboration with non-governmental organizations.

77. In 1990, UNHCR and the International Council of Voluntary Agencies (ICVA), a confederation of voluntary organizations engaged in worldwide developmental, social and humanitarian action, initiated a series of consultations, involving a small number of non-governmental organizations and some 20 UNHCR field offices, on the basic elements of partnership. The involvement of local non-governmental organizations as operational partners and as voices of advocacy for refugees and internally displaced persons had grown in number and importance. That reality was recognized in a reference document on the relationship of UNHCR and non-governmental organizations. Shortly after publication of the document, in 1992, proposals and suggestions for improvements began to emerge. Coincidentally, the major criticism was the limited scope of the discussions and the lack of local non-governmental organization input in the establishment of the new framework.

78. Comments on the 1992 document led to further discussion within UNHCR, with and among non-governmental organizations. As a result, it was decided to initiate a more comprehensive consultation process, known as Partnership in Action (PARinAC). The process was fuelled by a recognition that the new challenges brought about by forced human displacement necessitated improved working relations between UNHCR and non-governmental organizations. Eventually, partnership arrangements should also include intergovernmental and governmental agencies.

B. The Partnership in Action process

79. UNHCR and ICVA initiated PARinAC worldwide consultations in June 1993. The issues addressed were chosen for their relevance to the problems at hand and included protection, internally displaced persons, emergency preparedness and response, the continuum from relief to rehabilitation to development, and the issue of partnership. Regional meetings were held in Caracas, Kathmandu, Tunis, Bangkok, Addis Ababa and Budapest. Each meeting was attended by an average of 85 non-governmental organizations and produced, based on the realities and needs of the region, a set of regional recommendations. Some 500 non-governmental organizations, mostly local, contributed to the formulation of the recommendations which formed part of the Oslo Declaration and Plan of Action, adopted at the Global NGO and UNHCR PARinAC Conference (Oslo, 6-9 June 1994). The Plan of Action, with its 134 recommendations, seeks to define the agenda for future humanitarian action between UNHCR and non-governmental organizations. It covers the same areas of concern as the Programme of Action of the International Conference on Population and Development with regard to protection of and assistance to refugees, asylum-seekers and displaced persons.

80. Since June 1994, UNHCR and non-governmental organizations have been translating the recommendations of the Oslo Plan of Action into concrete action, taking account of regional specificities. In Central Africa, for example, recommendations related to voluntary repatriation have great relevance in light of the current complexities resulting from the movements of some 2 million refugees. The same may be said for the last remaining large refugee group in Central America, the Guatemalan refugees in the south of Mexico. The recommendations dealing with the plight of internally displaced persons are central to the work of UNHCR and non-governmental organizations in Sri Lanka, where conflict has resulted in hundreds of thousands of persons being displaced within their country. In Mozambique, where UNHCR has concluded one of the largest voluntary repatriation operations, the recommendations on the continuum will help UNHCR and non-governmental organizations to anchor some 1.7 million returnees. The recommendations on emergency preparedness contain valuable tools for contingency planning to address the current exodus of thousands seeking to escape the ongoing violence in Burundi.

81. People forced to flee their homes sometimes become refugees; others remain in their home countries and are characterized as internally displaced; in certain situations refugees and internally displaced are mixed. In the case of Sri Lanka, for example, those returning from exile in India may find themselves in the midst of displacement inside Sri Lanka. Similar situations are currently occurring in Burundi and Rwanda. The PARinAC recommendations, therefore, have wide application depending on the complexity of the problem.

C. Follow-up to and implementation of Partnership in Action

82. As a result of the Oslo Declaration and Plan of Action, the High Commissioner committed UNHCR to implement a wide range of measures which included a review of pertinent UNHCR structures and procedures to facilitate the dialogue with non-governmental organizations. The Office of the NGO Coordinator was established at Headquarters to ensure follow-up to the process and keep the

High Commissioner, her senior management and the Executive Committee informed of its progress.

83. The Office of the NGO Coordinator organizes periodic briefings at Headquarters; it also briefs non-governmental organizations on developments in the intersessional meetings of the Executive Committee and makes available to them all Executive Committee documentation.

84. In UNHCR's Division of International Protection and in each of the five regional bureaux, a senior staff member has been designated as focal point for operational issues relating to non-governmental organizations.

85. The non-governmental organizations that participated in the PARinAC Conference, elected regional focal points responsible for coordination between non-governmental organizations in their respective regions and for ensuring the flow of information between non-governmental organizations. They are also responsible for following up on the recommendations relevant to their region.

86. UNHCR has 258 offices in 118 countries. PARinAC focal points designated by UNHCR and non-governmental organizations at the country level meet regularly on a host of different subjects, ranging from coordination and information exchange to assessment, planning and monitoring of assistance activities for refugees and, where applicable, for returnees and internally displaced persons.

87. UNHCR's Division of International Protection, through its focal point at Headquarters and with the assistance of its senior regional legal advisors, maintains regular contact with non-governmental organizations on issues relating to protection. The Division has, in accordance with the Oslo Plan of Action, undertaken studies on subjects such as safety of third countries, safety zones or safe areas and on the minimum standards that should apply in relation to temporary protection. Joint training sessions on refugee law, mainly in Europe, have become a regular feature. In response to the growing importance of voluntary repatriation as a durable solution to displacement and as called for in the Oslo Plan of Action, UNHCR, with input from non-governmental organizations has issued the Handbook on Voluntary Repatriation, which has been widely disseminated to non-governmental organizations. Additionally, input from non-governmental organizations has been instrumental in the publication of the Handbook on Resettlement, another important protection tool for refugees who cannot return to their countries of origin or integrate locally in their countries of first asylum. Recent consultations with Governments on resettlement criteria and procedures have also included non-governmental organizations, in recognition of their involvement in the reception and integration of resettled refugees.

88. In pursuing recommendations related to cooperative information networks with non-governmental organizations, UNHCR's Centre for Documentation and Research has continued its collaboration with the International Refugee Documentation Network (IRDN), a worldwide network of organizations and institutions, including non-governmental organizations, concerned with refugee and human rights issues. The Centre also continues to coordinate the International Refugee Electronic Network (IRENE), a series of electronic bulletin boards or conferences which provide information on, inter alia,

developments in various countries, to assist in the monitoring of potential flows of refugees and internally displaced persons.

89. This delivery of assistance, as mentioned above, is an integral part of UNHCR's search for solutions to the problems of forced displacement. Non-governmental organizations are among the most important operational partners; together with Governments and intergovernmental organizations, they are responsible for the implementation of UNHCR's annual programmes for refugees, returnees and internally displaced persons. Some 400 non-governmental organizations are implementing assistance measures worth over a quarter of UNHCR's US$ 1.4 billion 1996 budget.

90. In response to the need to implement recommendations aimed at improving relations between UNHCR and non-governmental organizations in this important area, including emergency preparedness and response, technical support, project management and training, UNHCR has undertaken numerous measures. They include the involvement of non-governmental organizations in the Emergency Management Training Programme (EMTP) throughout the world and stand-by arrangements with non-governmental organizations to provide prompt technical services and to publish, after consultation with non-governmental organizations, handbooks on technical subjects such as vocational training and reproductive health. A major undertaking, which also benefited from input from non-governmental organizations, was the Project Management Handbook for UNHCR Implementing Partners. Since 1994, more than 2,000 staff of non-governmental organizations have benefited from training on all aspects of collaboration between UNHCR and non-governmental organizations throughout the world, including People-oriented Planning (POP) courses aimed at developing local and regional capacity to work on gender issues related to displacement.

91. The majority of those forced into displacement are women and children. In recognition of the need to enhance cooperation between UNHCR and non-governmental organizations in this regard, many of the recommendations in the Oslo Plan of Action referred to women and children. Following extensive consultations with non-governmental organizations during the PARinAC process, UNHCR has discussed and widely disseminated its Guidelines on Preventing and Responding to Sexual Violence against Refugees and Guidelines on Refugee Children.

92. Since the beginning of 1995, UNHCR and ICVA have been organizing regional workshops to review progress in the implementation of the partnership process, identify obstacles and plan further implementation of the recommendations of the Plan of Action, at both the national and regional levels. Workshops, bringing together PARinAC focal points have taken place in Africa, Asia and Central America. Additional ones are planned for the Middle East and the Caucasus.

93. The Regional Conference to Address the Problems of Refugees, Displaced Persons, Other Forms of Involuntary Displacement and Returnees in the Countries of the Commonwealth of Independent States and Relevant Neighbouring Countries (Geneva, 30-31 May 1996), convened by UNHCR, the International Organization for Migration (IOM) and the Organization for Security and Cooperation in Europe (OSCE), is the most recent example of collaboration with non-governmental organizations to lay out an integrated strategy to respond to the challenges

posed by forced population displacements. Non-governmental organizations, both local and international, will be key actors in the follow-up to and implementation of the Conference's recommendations.

D. Conclusion

94. The number of persons of concern to UNHCR - inter alia, refugees, returnees, and internally displaced persons - was estimated at 26 million at the end of 1995.[9] Because of UNHCR's specific mandate and limited resources, the search for partnerships is very urgent. The relationships between UNHCR and non-governmental organizations, as representatives of civil society, form an essential part of a wider partnership which should include, among others, Governments, other agencies of the United Nations system, and financial and development institutions. It is the combined and coordinated efforts of these various actors - in tune with the populations concerned - which will provide the basis for a comprehensive solution to one of the greatest tragedies affecting our world today.

Notes

[1] Report of the International Conference on Population and Development, Cairo, 5-13 September 1994 (United Nations publication, Sales No. E.95.XIII.18), chap. I, resolution 1, annex.

[2] See Directory of Non-Governmental Organizations, (Geneva, UNHCR, 1996).

[3] See Activities of the Council of Europe in the Migration Field (Strasbourg, Council of Europe, 1996).

[4] "IOM strategic planning: toward the twenty-first century", (IOM document MC/1842), May 1995.

[5] "Status report concerning staff and programme policies on gender issues", (IOM document MC/1870), April 1996.

[6] The Changing Course of International Migration, (Paris, OECD, 1993).

[7] Migration and Development: New Partnerships for Cooperation, (Paris, OECD, 1994).

[8] See Migration and the Labour Market in Asia - Prospects to the Year 2000 (Paris, OECD, 1996).

[9] See Populations of Concern to UNHCR: A Statistical Overview 1994 (Geneva, UNHCR, 1995).

UNITED
NATIONS

E

Economic and Social Council

Distr.
GENERAL

E/CN.9/1997/6
24 January 1997

ORIGINAL: ENGLISH

COMMISSION ON POPULATION AND DEVELOPMENT
Thirtieth session
24-28 February 1997
Item 4 of the provisional agenda*

FOLLOW-UP ACTIONS TO THE RECOMMENDATIONS OF THE INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT: INTERNATIONAL MIGRATION

Flows of financial resources in international assistance for population

Report of the Secretary-General

The present report responds to a request made at the twenty-eighth session of the Commission on Population and Development, for an annual report on the flow of financial resources for assisting in the implementation of the Programme of Action of the International Conference on Population and Development. The report forms part of the work programme of the Commission in monitoring the response of the world community to the implementation of the Programme of Action, in particular, paragraph 14.11. The report follows from General Assembly resolutions 49/128 and 50/124, and responds to suggestions made at the twenty-ninth session of the Commission regarding the need for comprehensive reporting of financial flows.

Since the International Conference, the international donor community, national Governments and non-governmental organizations have shown commitment to the Programme of Action, and progress has been made in implementing it. There is evidence of an increasing flow of resources in the form of external assistance in 1994 and again in 1995. The report describes domestic resource flows in certain developing countries, based on provisional data, and indicates how information on both international and domestic flows will be systematized in the future through a cooperative agreement between UNFPA and an international non-governmental research institution.

* E/CN.9/1997/1.

97-02051 (E) 130297 140297

/...

CONTENTS

		Paragraphs	Page
INTRODUCTION		1 - 4	3
I.	INTERNATIONAL FINANCIAL RESOURCE FLOWS	5 - 26	4
	A. Trends in donor country assistance	8 - 15	5
	B. Trends in multilateral grant assistance	16 - 18	11
	C. Trends in multilateral loan assistance	19 - 23	12
	D. Trends in private assistance	24 - 25	13
	E. Expenditure by geographical region	26	15
II.	FLOWS OF DOMESTIC FINANCIAL RESOURCES FOR POPULATION IN 1995	27 - 41	16
	Contributions of non-governmental organizations to national programmes	36 - 41	18
III.	RESOURCE MOBILIZATION AND RESOURCE REQUIREMENTS FOR THE IMPLEMENTATION OF THE PROGRAMME OF ACTION	42 - 62	19
	A. Population component of the Programme of Action	42 - 43	19
	B. Related social sectors	44 - 45	20
	C. Initiatives on resource flows	46 - 56	21
	D. Multilateral resource flows	57 - 59	23
	E. Resource requirements for population and development	60 - 62	23
IV.	SYSTEMATIC DATA ON FINANCIAL RESOURCE FLOWS	63 - 67	24
	A. Collaborative project for an information system on resource flows	64 - 65	24
	B. Classification of population activities	66 - 67	25
V.	CONCLUSIONS	68 - 72	25
	Tables		28

INTRODUCTION

1. As part of the work programme of the Commission on Population and Development in its role in monitoring the response of the world community to the Programme of Action of the International Conference on Population and Development, the Commission is called upon to review on a regular basis the flow of financial resources and the funding mechanisms for implementing the Programme of Action (Economic and Social Council resolution 1995/55; General Assembly resolutions 49/128 and 50/124). The Commission requested the United Nations Population Fund (UNFPA) to coordinate the preparation of the report on resource flows, taking into account the inputs of member States, relevant parts of the United Nations system and intergovernmental and non-governmental organizations.

2. Since 1986, UNFPA, on behalf of the Secretary-General, had prepared biennial monitoring reports for the Population Commission on multilateral population assistance. The reports provided information on resources made available for population activities by development banks and by various agencies and organizations of the United Nations system. Starting in 1987, UNFPA has also published annually the Global Population Assistance Report on flows of international assistance for population.

3. The first annual report on the flow of financial resources was presented to the Commission on Population and Development at its twenty-ninth session, in February 1996 (E/CN.9/1996/6). It concluded that the international donor community had demonstrated commitment to the Programme of Action and that certain donors had made significant progress towards implementing it. There was some evidence of an increasing flow of resources in the form of external population assistance. Many Governments of developing countries were revising their population and development policies in line with the goals of the Conference. The Commission, in accepting the report, requested that further efforts be made to improve reporting on financial flows, including a clear account of levels and trends in funding by national, international and non-governmental sources. The present report takes into account the discussions held at the twenty-ninth session of the Commission and, to the extent possible, incorporates several of its suggestions.

4. This report is principally based on data collected through questionnaires. Data on flows of international financial assistance for 1994 are based on 118 responses from 188 questionnaires mailed to countries and organizations which provide population assistance.[1] Questionnaires for collecting 1995 data on international assistance were mailed to 187 countries and organizations in August 1996 and, as of 20 November 1996 (the cut-off date for inclusion in the present report), 57 responses had been received, including eight from donor agencies. In order to collect data on domestic financial flows in developing countries and countries with economies in transition, questionnaires were sent out to UNFPA representatives in 107 countries, to be filled out in consultation with governmental authorities. By the cut-off date, 43 responses had been received.

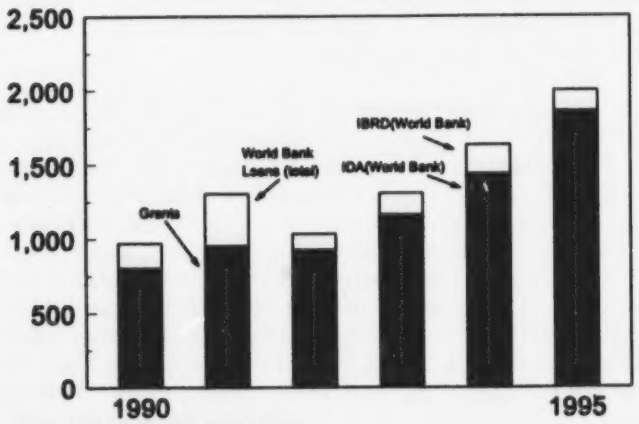
I. INTERNATIONAL FINANCIAL RESOURCE FLOWS

5. The first report of the Secretary-General on the flow of financial resources showed trends in international resource flows up to, and including, the year 1993, and served as a benchmark by which to compare responses to the commitments made at the International Conference on Population and Development. The present report includes all replies to the annual questionnaires for 1994 concerning financial flows of donor and multilateral agencies and all responses to the 1995 questionnaire that had been received by UNFPA by the deadline for submission of the present report. Where provisional data for 1996 were available, they have been included in the report as well.

6. Total population assistance in primary funds[2] expanded substantially from 1993 to 1994 as interest in population issues heightened during preparations for the International Conference on Population and Development. As can be seen from figure I, the total amount of international grants and loans for population programmes surged in 1994 to $1,637 million. Of this total, $1,201 million were in the form of grants for development and $436 million in the form of multi-year loans, mostly from the World Bank. The United States was by far the largest donor for population activities in 1994 ($463 million), providing almost one half of all bilateral assistance for population.

7. Although a final assessment of international population assistance for 1995 is not yet possible, it appears, based on provisional information, that another substantial increase occurred in 1995, compared to the previous year's total. Total assistance for 1995 in fact may approach the $2 billion level, in spite of a decline in official development assistance (ODA), even in nominal terms, from $59 billion in 1994 to $52 billion in 1995.[3]

Figure I. Trends in international population assistance, 1990-1995
(US$ Millions)



Note: 1995 data are provisional.

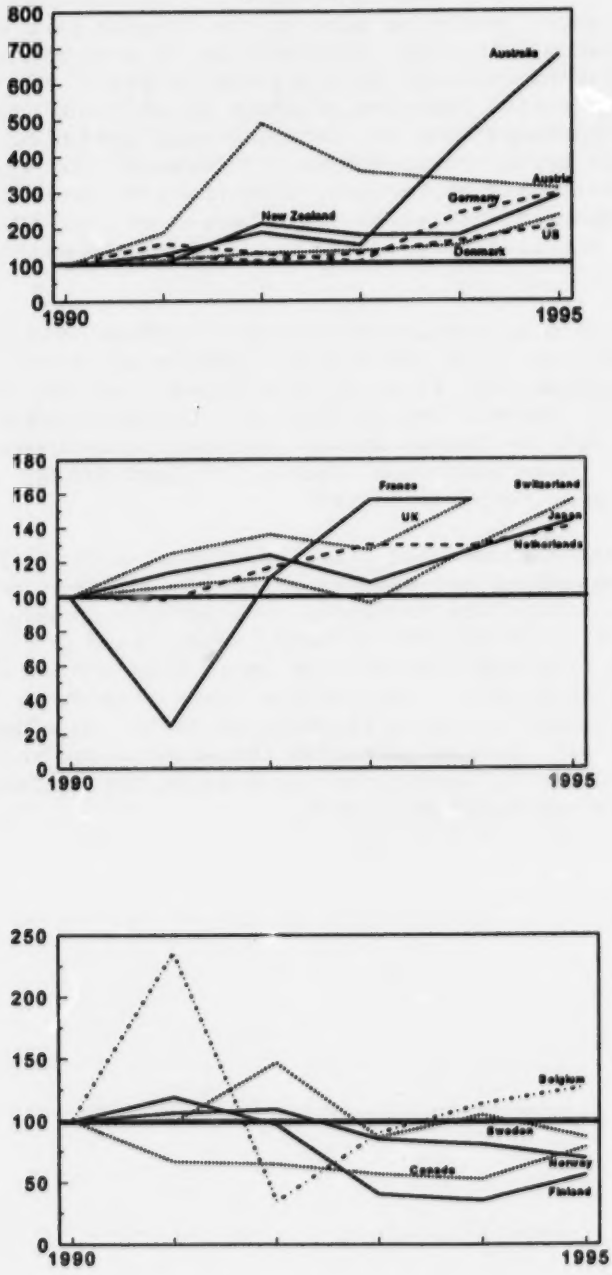
A. Trends in donor country assistance

8. Grants from donor countries make up the largest part of total international population assistance. In 1990, $669 million of such aid was given for population, increasing to about $977 million in 1994. The 1994 total represented a substantial increase of about 26 per cent over the 1993 figure, reflecting the importance that the international community has given to the challenges set out by the International Conference. It appears, from partial and not yet complete data collection, that the 1995 overall flow of financial assistance from donor countries may have increased over the 1994 total by more than 20 per cent and is likely in the range of $1,100 million to $1,200 million.[4]

9. Trends in bilateral population assistance since 1990 are depicted in figure II. As is clear from the figure, immediately prior to the International Conference - comparing 1993 flows to 1994 flows - several countries, including Australia, Germany, Sweden, Switzerland, the United Kingdom of Great Britain and Northern Ireland and the United States, substantially increased population assistance. Only three countries, Canada, Finland and Norway, had decreased population assistance compared to 1990.

10. Returned questionnaires and other unofficial sources indicate, as mentioned above, that a substantial increase in primary population assistance occurred in 1995, compared to 1994. Six countries made notable increases in 1995: Australia, Denmark, Germany, New Zealand, Switzerland and the United States of America. Belgium, Finland, Canada, and Japan also increased their funding in 1995 over the previous year. Only in the cases of Austria, Norway, and Sweden do flows appear to have declined slightly in 1995. To a degree which is difficult to quantify, part of the 1995 increase is due to the broader definition of "population assistance" used since the Conference (see sect. IV below) rather than increased aid per se.

Figure II. Trends in bilateral population assistance
(1990 = 100)

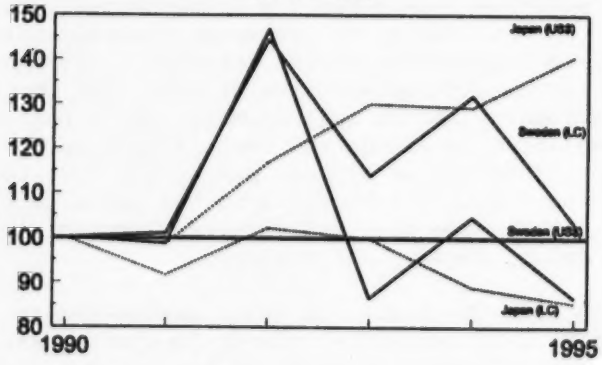


11. When donor flows are expressed in terms of United States dollars, as in the above analysis, increases (or decreases) in local currencies may not be truly reflected, due to countervailing trends in currency exchange rates. A comparison showed that, for the most part, trends in donor financial flows denominated in United States dollars closely followed the trends denominated in local currencies over the period 1990-1995. Only for two countries, Japan and Sweden, did such trends diverge widely. As can be seen in figure III, in dollar terms Japan's population assistance has risen steadily since 1990, but in yen terms there has actually been a slight decline over the same period. The case of Sweden is the opposite, if not as dramatic: in kronor terms there has been an overall increase - marked by wide year-to-year fluctuations - during the period, whereas in dollar terms the overall trend has been one of decline.

Figure III. Trends in bilateral population assistance

(Local Currency (LC) vs. Equivalent US$)

(1990 = 100)

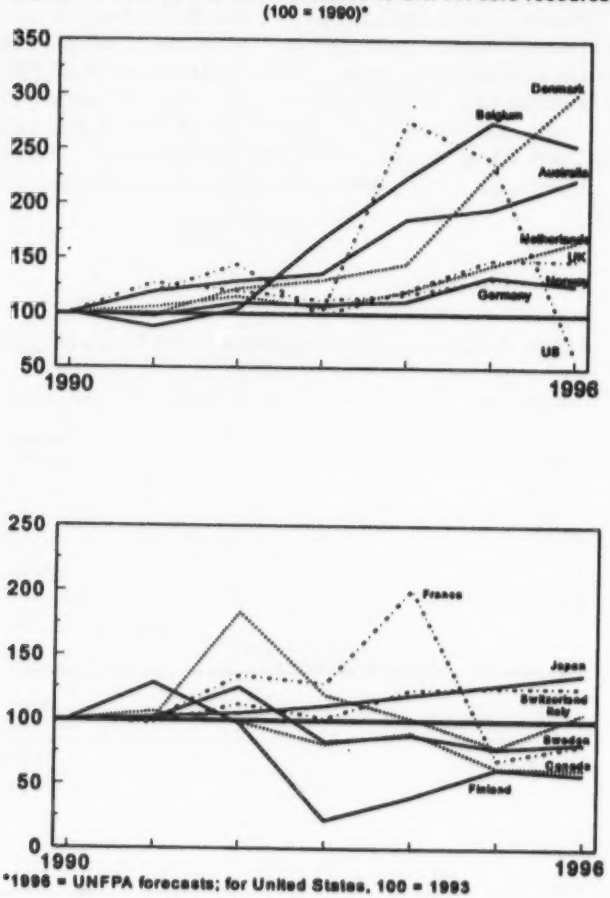


12. It is also useful to compare flows of population assistance to other measures which influence countries' decisions on aid for population activities. In table 1, two such measures are shown: population assistance as a proportion of gross national product and as a share of total official development assistance. Of the countries in the table with 1995 data available, donor countries ranged from Denmark which provided $364 for population assistance out of every $1 million of GNP, to countries, such as Austria, Portugal and Spain, which gave less than $5 per $1 million of GNP. Over the 1990-1995 period, 11 out of 15 countries with data increased their population assistance as a proportion of GNP. In Australia, Austria, Denmark, Germany, and New Zealand the proportion increased by over 200 per cent and, in Australia, it almost quintupled.

13. Table 1 also compares donor flows with respect to total ODA assistance. Most countries (again, 11 out of 15) increased the percentage of their total ODA earmarked for population programmes. With the provisional data available, an upward trend is evident for the period 1990-1994, followed by a sudden spurt from 1994 to 1995. Much of this, as noted above, can be explained by the broader definition of population activities used in 1995 reporting, including assistance for reproductive health and for HIV/AIDS prevention. With the broader definition, several countries (Denmark, Finland, Norway, the United Kingdom and the United States) now devote more than 3 per cent of their ODA to programmes for population and reproductive health. The United States is exceptional in this regard, having reached more than 8 per cent of ODA in 1995 - a combination of declining total ODA and increasing support for population and reproductive health. This is the highest percentage ever recorded for this measure. Finally, four countries included in the table have given decreasing support for population/reproductive health over 1990-1995 in terms of share of total ODA (Canada, Japan, Norway, and Sweden).

14. It is useful to note the trends in donor assistance to UNFPA core resources, the largest multilateral source of population assistance. These, in terms of United States dollars, are shown in figure IV for the period 1990-1996. Of the 15 countries shown, 10 increased their funding to UNFPA over the period, with Belgium, Denmark and Australia doubling, or more than doubling, their contributions. The countries that decreased funding to UNFPA include Canada, Finland, France, Italy and Sweden, several of which experienced economic difficulties over the reporting period. The actual amounts contributed to UNFPA core resources by major donors of the Development Assistance Committee of the Organisation for Economic Cooperation and Development (OECD) are shown in table 2.

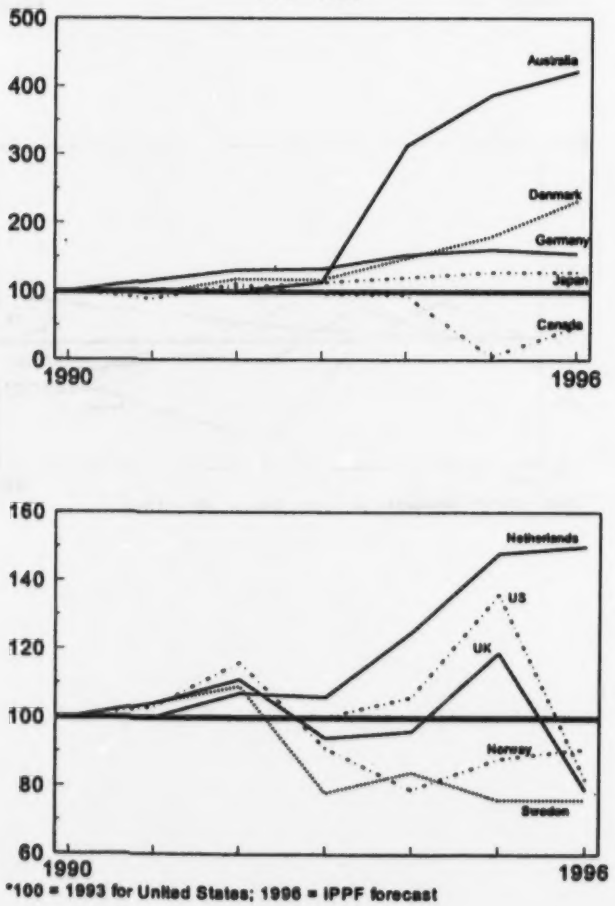
Figure IV. Trends in donor assistance to UNFPA core resources
(100 = 1990)*



*1996 = UNFPA forecasts; for United States, 100 = 1993

15. Another channel through which donor countries make population assistance available is the non-governmental organization community. As the largest international non-governmental organization in the field of population and reproductive health, donor contributions to the International Planned Parenthood Federation (IPPF) are also worth examining. Figure V shows donor trends for 1990-1996 for IPPF core resources, the 1996 figures being IPPF forecasts which may be modified once reporting is complete. Of the 10 major donors shown, five increased their contributions over 1990-1996 and five decreased them. Two of the decreases (the United Kingdom and the United States), however, only affect the 1996 forecasts; otherwise, the contributions from those two donors were rising up to 1995.

Figure V. Trends in donor assistance to IPPF core resources
(100 = 1990)*



*100 = 1993 for United States; 1996 = IPPF forecast

B. Trends in multilateral grant assistance

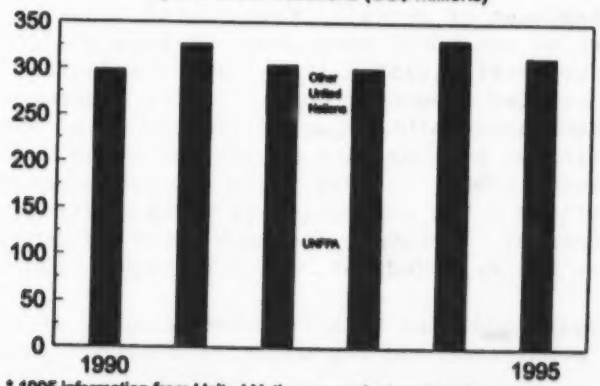
16. Multilateral population assistance is provided by several United Nations agencies and organizations which engage in population-related or reproductive health activities. For many of those organizations, their population activities are primarily financed through UNFPA funding support and, to a lesser extent, from their own regular budgets and from other funding sources. UNFPA is the principal source of multilateral population grant assistance. It is the major source of population funding for other United Nations organizations, and it directly supports a large number of activities in developing countries. In 1994, around 80 per cent of all multilateral population grant assistance was channelled through UNFPA, a proportion which has not varied much during the 1990s.

17. Over the period 1990-1995, the UNFPA annual income has increased from $212 million to $313 million. As was shown above in figure IV, UNFPA's major contributing countries maintained an increasing trend in their support to UNFPA's core activities through 1996 (1996 figures are forecasts). Preliminary estimates for 1996, however, indicate that UNFPA's income will not increase above the 1995 level, chiefly due to a decreased contribution from one major donor country. UNFPA's multi/bilateral funding arrangements, whereby bilateral donors channel assistance through UNFPA to specific projects, has fluctuated between $10 million and $15 million annually. In 1995, multi/bilateral arrangements with UNFPA totalled $14.7 million, and the forecast for 1996 is around $13 million. There is a trend for this channel to be used by donor countries for broader targets, or for wide regional areas.

18. In 1990, the United Nations system - excluding UNFPA - provided $86 million, or 9 per cent of the total amount of assistance for population. In 1994, multilateral funds from the United Nations system, excluding UNFPA, amounted to $107 million, less than 7 per cent of total external population resources.[5] The trends over this period can be seen in figure VI. Apart from UNFPA, the organizations and agencies reporting support for population activities include the International Labour Organization (ILO), the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat, the United Nations Children's Fund (UNICEF), the World Health Organization (WHO), and the regional commissions, in particular the Economic Commission for Latin America and the Caribbean (ECLAC).

Figure VI. Trends in multilateral population assistance

Expenditures/Allocations (US$ millions)*

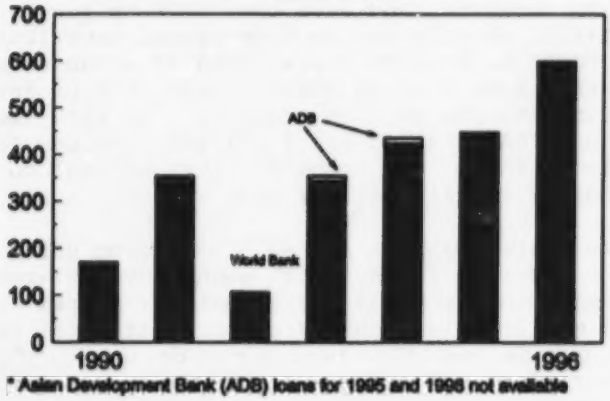


* 1995 information from United Nations agencies/organizations incomplete

C. Trends in multilateral loan assistance

19. The World Bank is another major multilateral source of population assistance through its loan agreements with developing countries. The World Bank - and the Asian Development Bank - are treated separately because their assistance is in the form of loans rather than grants. Moreover, the World Bank's projects are multi-year commitments, recorded in the year in which they are approved but being drawn on over the full term of the agreement, usually four or five years. As can be seen in figure VII, World Bank loans have increased dramatically since 1990[6] when they amounted to $169 million, or 17 per cent, of total population assistance. The World Bank made available $448 million for population and reproductive-health assistance in 1995 and $599 million in 1996.

Figure VII. Trends in multilateral development loans for population*
(US$ millions)



* Asian Development Bank (ADB) loans for 1995 and 1996 not available

20. Through fiscal year 1994, the World Bank reported separate loan components for population, health and nutrition projects which were earmarked for family planning service delivery, fertility surveys and policy development. Since then, the Bank's reports have used a broader definition which includes elements of reproductive health such as prenatal care, delivery services and the diagnosis and treatment of sexually transmitted diseases, including HIV/AIDS. For example, part of the total commitment of $424 million in fiscal 1994 was for two large loans to Brazil ($150 million) and Uganda ($50 million) for projects on sexually transmitted diseases, consisting of subcomponents for the prevention of HIV/AIDS transmission, AIDS impact mitigation, and AIDS surveillance and treatment. Similarly, a large AIDS project to Kenya ($40 million) was negotiated in fiscal 1995. In 1995, only two of 24 new projects approved - totalling $85 million - had population as the primary activity; another five had population components. In total, the Bank reported committing $448 million in fiscal 1995 under the expanded definition of population/reproductive health.

21. In fiscal year 1996, the Bank reported a total of $599 million in commitments for population and reproductive health. Included in the total were

two loan agreements, totalling $67 million, which had as their main objectives improvement of reproductive health and/or family planning. One other 1996 agreement, for $18.5 million, contained a major reproductive health component among its proposed activities. As mentioned, the policy trend at the World Bank is towards integrating family planning activities into wider projects with reproductive health and mother/child care elements. Another 10 projects negotiated in 1996 provide general support to the health sector, some of which may indirectly aid population/reproductive health programmes. Over the 1990-1996 period the Bank loans for population assistance were concentrated in Africa and, to a lesser extent, in Asia.

22. International development assistance (IDA) loans, made at concessionary rates, continued to comprise 55-60 per cent of the total loan commitments of the World Bank, the remainder being in the form of loans from the International Bank for Reconstruction and Development (IBRD), made at prevailing commercial rates. In fiscal year 1995, 68 per cent of World Bank commitments were in the form of IDA loans.

23. The Asian Development Bank (ADB) also makes development loans in the area of population and reproductive health. It began lending for population activities in 1993 under a new population assistance strategy. The implementation of the strategy can be gauged by the increasing share population has in its health projects, from 2.1 per cent between 1978 and 1989 to 17.6 per cent between 1993 and 1995. In 1994, ADB had two ongoing projects principally supporting population activities in its loan portfolio and another five loans with large population components. A further project was devoted to improving women's health. ADB's loan portfolio in 1995 shows an essentially unchanged share for population.

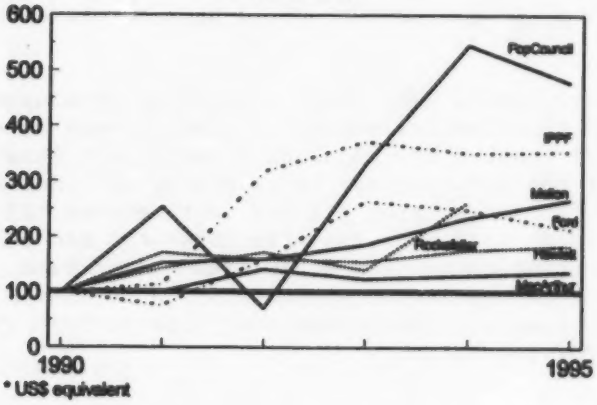
D. Trends in private assistance

24. Private sources of population assistance, such as benevolent foundations and some international non-governmental organizations, have steadily increased their presence in the 1990s as important providers of international population assistance. In 1990 such institutions provided $48 million, or around 5 per cent of total assistance. By 1994, the amount had increased considerably, to $117 million, or 10 per cent of the total. Preliminary estimations for 1995, however, indicate that private international flows did not increase over the 1994 amount and may have even decreased marginally.

25. Over this period, the principal institutions making financial population grants were the Ford Foundation, the Rockefeller Foundation, the MacArthur Foundation, the Population Council, the Mellon Foundation, the Hewlett Foundation, and the International Planned Parenthood Foundation (IPPF). A new programme of the Wellcome Trust, which started in October 1995, will spend about $15 million annually for five years on population-related research. The Rockefeller Foundation is actively engaged in a programme of policy research and policy dialogue to support global resource mobilization. The programme aims at fostering the mobilization of the human and financial resources needed to satisfy all unmet demand for fertility regulation among men and women of the

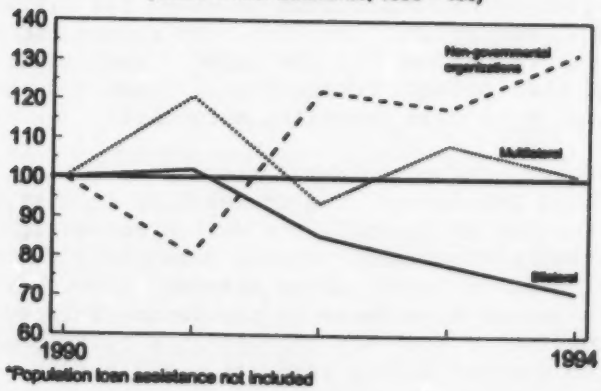
developing countries. Figure VIII shows the trends in population assistance from these major private donors since 1990. As can be seen clearly, most of these foundations and non-governmental organizations greatly increased their funding of population activities over the 1990s. Overall, private flows have increased over the 1990-1995 period by over 230 per cent. This increasing trend is mirrored in the share of total population assistance channelled through non-governmental organizations (fig. IX): the share of resources expended via the non-governmental organizations channel increased by around 30 per cent over the period 1990-1994, offset by a corresponding decrease in the bilateral channel.

Figure VIII. Trends in population assistance from private sources
(1990 = 100)*



* US$ equivalent

Figure IX. Trends in channels of population assistance*
(Share of total assistance; 1990 = 100)

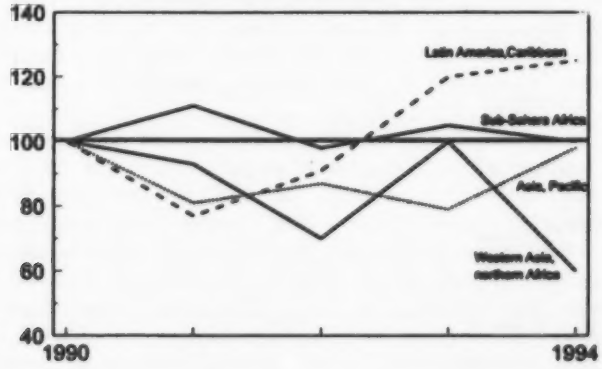


*Population loan assistance not included

E. Expenditure by geographical region

26. During the 1990-1994 period, international population expenditures for all developing regions tended to increase, except for western Asia and northern Africa. The relative shares of external resources destined for each region, shown in figure X, fluctuated with no clear trends. The region of Latin America and the Caribbean has increased its share since 1991, but it remains to be seen if that is a short-term phenomenon or not. The share for sub-Saharan Africa, which received about 25 per cent of total expenditures in 1990, increased to 27 per cent in 1993 but declined again in 1994, despite the high proportion of the least developed countries in that region. Political unrest and other factors affecting absorptive capacity may be restricting the growth of population assistance to the region. Interregional programmes increased as a proportion of total expenditures in the early 1990s but have declined again since then. From around 16 per cent in 1990, the share of total expenditures devoted to interregional or global activities fell to 14 per cent in 1994.

Figure X. Trends in population assistance by region of destination
(1990 share of total assistance = 100)



II. FLOWS OF DOMESTIC FINANCIAL RESOURCES FOR POPULATION IN 1995

27. The previous report on resource flows (E/CN.9/1996/6) presented some preliminary evidence indicating that several developing countries had formulated national plans of action as called for in the Programme of Action and that many countries had begun to disseminate the results of the Conference and carry out advocacy efforts to promote understanding of the approach it supported. In the area of reproductive health, including family planning and sexual health, some countries had started to develop more integrated systems which offered a fuller range of services. Domestic resource flows were not reported - only a sketch of post-Conference changes in resource priorities in selected developing countries. In discussion of that report, the Commission at its twenty-ninth session welcomed the effort to obtain information on domestic resource flows for population and development but at the same time urged that a more systematic approach be adopted.

28. Up to now, little information about domestic flows in developing countries for population and reproductive health activities has been collected. Probably the most comprehensive study was an unpublished assessment of family planning expenditures in 79 countries for the period 1990-1993.[7] There have also been analyses in individual developing countries of domestic resources flowing into governmental family planning activities. However, no systematic assessment using the expanded framework of the Conference, which includes basic reproductive health and elements of HIV/AIDS prevention, has been undertaken.

29. To remedy the situation, and in accordance with recommendations of the Commission, UNFPA has adopted a two-phase approach. For the present report, data were sought through UNFPA's network of offices in the developing countries via a concise questionnaire, realizing that, given the small size of UNFPA field offices and the fact that field offices do not have a data-collection function as part of their regular responsibilities, the data gathered would be preliminary and fragmentary in nature. At the same time, however, UNFPA has been actively engaged in arranging for a collaborative project with an independent institution systematically to gather adequate, comprehensive data and to maintain a database on resource flows, both domestic and international. This endeavour is described in section IV of this report.

30. The questionnaire sent to UNFPA field offices requested information on the following topics:

(a) National plans of action for implementing the Programme of Action;

(b) Special meetings on implementation;

(c) Allocations and expenditures on basic reproductive health, family planning, maternal and child care, prevention of sexually transmitted diseases, population data, research and policy analysis, and population information, education and communication;

(d) Allocations and expenditures for the primary health care systems;

(e) Resources available through non-governmental organizations;

(f) Private-sector funding for population;

(g) Resource mobilization through cost-recovery schemes;

(h) Requests for supplementary international assistance.

31. Responses to the questionnaire varied. In some countries, the relevant data in the form requested were supplied; in other cases, no information at all was available, often because the Conference population elements sought were not reported separately in governmental accounts, especially in health systems where reproductive health and family planning are integrated into general health care. In some of the poorest countries, all resources for population activities were reported to come from external sources. Most responses reported allocations rather than actual expenditures: budgets often follow a programmatic order of presentation, while expenditures tend to use less informative, functional categories.

32. The information collected on domestic resource flows gathered from the UNFPA questionnaire and data from other sources is shown in table 3. The first column (A) of table 3 contains the total reported domestic funding in 1995 for population/reproductive health activities of governmental agencies. Allocations are given in the table because they were available more often than expenditures. Allocations in many cases overstate what will actually be spent. Some countries were able to report allocations/expenditures according to the six disaggregated elements of the Conference population package, but most combined some of the categories - reproductive health, family planning and maternal/child health services often being jointly reported. In the cases of Jordan and Nicaragua, the amounts shown in column A represent allocations to the whole primary health care system.

33. Column B of table 3 shows total assistance for population from international sources (not counting development loan assistance) for the year 1994. It was not possible to calculate the corresponding totals for 1995 since not all donor information has been received. As described above, international population assistance may have risen by around 20 per cent from 1994 to 1995, so donor assistance to individual countries will have risen, on average, also. For this reason, the percentages shown in column C, again on average, would tend to overestimate the true proportion of financial resources for population programmes that are raised domestically. With these caveats in mind, a wide variation between countries is found in terms of the domestic proportion of financial resources. Burundi, Cambodia, Cameroon, El Salvador, Kenya, Madagascar and the Philippines supply less than 20 per cent of total resources for population-related activities. At the other end of the spectrum, many countries' domestic financial flows account for 80 or even 90 per cent of the total resources for population - for example, Iran, Kiribati, Malaysia, Maldives, Pakistan, Papua New Guinea, Thailand, Tunisia and Zaire. Viet Nam contributes on its own 63 per cent of resources for population activities.

34. Data from the survey mentioned above on domestic resource flows for family planning[6] are shown in column D of the table. This information was obtained

from a number of sources, including questionnaires sent to key informants (primarily representatives of donor agencies involved in the countries' population programmes and governmental officials implementing family planning programmes). A comparison of this data set with the UNFPA-gathered information in column A shows that a reasonable correspondence exists in many cases, while in others, it points to the difficulties of obtaining accurate data through a simple "mail-out" questionnaire approach. As references for comparison, table 3 also contains data on domestic allocations for primary health care services derived from the UNFPA questionnaire and statistics from the World Bank on annual health care expenditures from domestic and foreign resources combined (columns E and F, respectively).

35. Several countries were able to provide breakdowns of domestic flows by specific elements of population programmes. In the cases of Madagascar, Morocco and Viet Nam, domestic financial data on basic reproductive health were not available; reproductive health and family planning elements were combined in the case of Nicaragua; and in Viet Nam maternal/child health financial data were unavailable. The share of domestic resources for population going to family planning programmes varies greatly: in Burundi, 6 per cent of "population" allocations go to family planning, but in Bangladesh, fully 90 per cent does. Thailand now devotes 85 per cent of its domestic population flows to AIDS prevention.

Contributions of non-governmental organizations to national programmes

36. Information was also collected through the questionnaire on the contributions of non-governmental organizations - either national or international, operating in developing countries - to the implementation of the Programme of Action. In general, the reports received did not permit quantitative financial description of the contributions. Until reporting systems in countries make it possible for financial contributions to be better recorded (see sect. IV), qualitative assessments can be used to give an overall impression of the involvement of non-governmental organizations. Responses to the UNFPA questionnaire indicate that in about half of the reporting countries non-governmental organizations have taken up the challenge of the Conference and have committed additional resources for population activities. In the remaining countries, no additional activity by non-governmental organizations was noted, often because non-governmental organizations were not able to mobilize non-domestic financial resources.

37. The only active non-governmental organization in Iran, the Family Planning Association of Iran, was revitalized in 1995, following the Conference. The Association still receives its major financial support from IPPF. However, in a drive to raise funds, it has recently reached an agreement for accepting donations from the municipality of Tehran.

38. In Jordan, the leading non-governmental organization in family planning has intensified its activities since the Conference. In 1995, it conducted two national forums aimed at speeding up the implementation of the Programme of Action. It also organized meetings for parliamentarians and for the national media and conducted several workshops on population issues. In Morocco, major non-governmental organizations play key roles in information, education and

communication activities in support of reproductive health and family planning. One non-governmental organization addresses the issue of adolescent sexual health; another carries out sensitization activities on the AIDS pandemic.

39. In Nepal, the Family Planning Association of Nepal has taken positive steps to respond to the challenges set out by the Conference. Numerous meeting and workshops have been held, including one with parliamentarians. The Association has rethought its post-Conference strategy and formed a plan through the year 2003. A symposium of adolescent reproductive health was organized, and media blitzes on the topic have been undertaken. In the Maldives, the Government has increasingly mobilized non-governmental organizations in expanding services to outer islands. In 1995 the first family planning clinic was established with the help of IPPF, and an island-level health post managed by a community organization was inaugurated.

40. In Namibia, the Namibian Planned Parenthood Association was launched in January 1996 and is already the lead non-governmental organization in reproductive health. The Namibian National Women's Organization is also very active in working for the empowerment of women.

41. The hundreds of non-governmental organizations active in Bangladesh have made invaluable contributions towards achieving national population goals. They participate actively and effectively, collaborating with the Government in all important areas, including service delivery, motivation and training, and they are particularly effective in bringing programmes to inaccessible, low-performing and underserved areas. In addition, well-known non-governmental organizations such as the Grameen Bank and the Bangladesh Rural Advancement Committee engage in activities promoting education, health services and income-generation for the rural poor, particularly women, and through those mechanisms have made a positive impact on family planning acceptance. Non-governmental organizations have generally committed increased resources to national population activities since the Conference.

III. RESOURCE MOBILIZATION AND RESOURCE REQUIREMENTS FOR THE IMPLEMENTATION OF THE PROGRAMME OF ACTION

A. Population component of the Programme of Action

42. The International Conference on Population and Development was the first United Nations conference to spell out a schedule of resource mobilization to achieve a specific set of development objectives. The estimated cost of the measures is $17 billion a year by 2000, increasing to $21.7 billion in 2015 (in constant 1994 dollars). The Programme of Action recommended that, globally, approximately two thirds of the needed resources in developing countries would have to come from domestic sources in the future. Therefore, one third of the projected resource requirements would have to come from external sources: $5.7 billion in the year 2000, increasing to $7.2 billion by 2015.

43. The Programme of Action explicitly acknowledged that the two-thirds/one-third formula would apply globally and not to each country individually. Many countries in sub-Saharan Africa will require special assistance programmes for

implementing the population measures of the Conference. In situations where the constraints on domestic resources are most severe, owing to weak economic performance, inadequate infrastructure, and the shortage of trained personnel, it is expected that most of the needed resources will be supplied through external population assistance. On the other hand, a substantial proportion of the resources for many national programmes in other developing regions is expected to be mobilized from within the countries themselves. Countries with economies in transition still have significant but temporary needs for technical assistance in order to facilitate the transformation of their population and reproductive health programmes for the provision of quality family planning information and services.

B. Related social sectors

44. Countries will also need to support other socio-economic development programmes which are similarly vital for achieving the Conference goals. For example, the Programme of Action calls for the empowerment of women and recognizes the role of education as a way to achieve it. Resources for basic education have to be increased substantially. Drinking water and sanitary conditions must also be improved from current levels. Achieving these goals, and others, will require increased resource allocations that go beyond the costed out elements of the Conference's basic population package. The burden of increasing resources in all these activities will have to be shared by mobilizing both domestic and international resources and by involving all relevant international and national organizations.

45. The 20/20 initiative to mobilize resources to give all people access to basic social services was noted in the Programme of Action. The World Summit for Social Development, in its Programme of Action, invited interested developed and developing country partners to undertake mutual commitments concerning official development assistance and national budget levels for basic social programmes. Under the 20/20 initiative, donors commit themselves to allocating 20 per cent of their development assistance to improving basic social services, while developing countries also agree to allocate 20 per cent of their development budgets to the same purpose. Consultations among United Nations agencies and organizations over the past year have further refined the concepts involved. The Governments of Norway and the Netherlands sponsored an international meeting in April 1996 in Oslo to discuss the operationalization of such agreements among interested countries. The Government of the Netherlands is committed to the 20/20 initiative and to ensuring that 20 per cent of its development cooperation budget is devoted to basic social services - that is, basic health, basic education, water and sanitation, nutrition, and reproductive health and population. The rubric "reproductive health and population" encompasses reproductive health services, family planning services, prevention of HIV/AIDS, and data, policy and analysis. Decisions such as that of the Netherlands are positive responses towards ensuring an adequate flow of resources for population.

C. Initiatives on resource flows

46. In the two years since the Conference, a number of initiatives, both internationally and nationally, have focused on the question of increasing resource flows for the implementation of the Programme of Action. As described below, these initiatives represent important steps for exchanging information on resource requirements.

47. At the time of the twenty-ninth session of the Commission on Population and Development (February 1996), a consultation on resource mobilization was convened by the Executive Director of UNFPA. Noting that resource mobilization in 1995 had been encouraging, the Executive Director specifically mentioned the Republic of Korea's pledge to make the transition from recipient to donor as an encouraging sign. She went on to express concern that there were no assurances that the increases noted for 1995 would continue. Some concern was expressed at the meeting that donors were including different sets of activities under the heading "population", in response to the broad agenda of the Conference. The meeting stressed the need for advocacy to maintain momentum for resource mobilization, the importance of assuring the effectiveness of interventions in the population sector and the ability to demonstrate successes by measuring impacts.

48. One of the most encouraging signs of increased commitment for population and reproductive health since the Conference has been the number of donor countries that have pledged to increase their support. These include Australia, Denmark, Germany, Japan, Netherlands, Switzerland, United Kingdom and United States plus the European Union. As described below, several of the pledges are multi-year commitments, showing a determination to follow the strategy agreed to at the Conference.

49. In 1994, the Government of Japan announced a new Global Initiative on Population and AIDS under which $3 billion would be allocated, from 1994 to 2000, to addressing global population problems and preventing the spread of HIV/AIDS. Of the total amount, it was expected that $1 billion would be utilized for core population and family planning activities. The first year (April 1994 to March 1995) resulted in expenditures of $465 million: $12 million for AIDS prevention, $75 million for direct population activities and $377 million for "indirect population" programmes, which consist of primary health care, primary education and vocational training, and literacy education for women.

50. The Government of Germany has committed more than $2 billion over the period 1995-2000 to population programmes, making it the second largest donor of population assistance, after the United States. Germany has a dual strategy of population assistance, supporting family-planning services, on the one hand, and a combination of health education, HIV/AIDS and women's empowerment activities, on the other. Germany has expanded direct bilateral project assistance to several countries. At the same time, the German Parliament has restricted funding through multilateral channels to 30 per cent of total assistance, a policy which may constrain the Government's capacity quickly to increase the overall flow of assistance to the proposed level.

51. After the Conference, the United Kingdom pledged to increase aid for population and reproductive health by approximately 65 per cent, for a total of about $160 million over the following two years. The British Overseas Development Administration takes a broad reproductive health approach to population assistance while maintaining a special focus on family planning. The increased commitment has been paralleled by growth in bilateral projects with the Overseas Development Administration in developing countries, focusing on 20 of the lowest income countries.

52. In 1995, the Government of Denmark gave UNFPA a contribution of $36.1 million, which included of $6.3 million earmarked for the implementation of the Programme of Action in sub-Saharan Africa and $2.2 million for social science issues in connection with sexual and reproductive health. In 1996, Denmark increased its contribution to $47 million, of which $8.6 million are earmarked for additional Conference activities in sub-Saharan Africa and $2.1 million for social science issues.

53. The policy of the Government of the Netherlands regarding population assistance was set out in 1994. Following the urging of Parliament to increase population funding as a proportion of the overseas development budget, national policy now supports a 4 per cent target for population assistance. This will bring the Netherlands funding level for international population assistance to about $125 million by the year 1998.

54. The Government of Australia is in the middle of a four-year initiative through 1998 to earmark $130 million to population and family-planning programmes in developing countries. As pointed out above, Australia has significantly increased population funding through differing channels in the recent past.

55. The Government of Finland has recently defined its approach to development assistance in a cabinet document issued in September 1996 by the Ministry of Foreign Affairs. Under the poverty-reduction goal, the document emphasizes support for efforts to improve family planning and reproductive health as a part of basic health services. After the severe economic recession in the early 1990s, Finland has gradually been restoring the level of its population assistance to earlier levels.

56. The European Union has set a policy target of approximately $375 million annually on programming in the area of population and reproductive health by the year 2000. In 1994, however, less than $40 million was expended in the population area, partially because of limited technical resources available for programming among its staff. One modality being used by the European Union is to contribute some of its assistance to developing countries through UNFPA country programmes. An agreement for more than $31 million between the Union and UNFPA was recently reached on an important initiative involving population programmes in several Asian countries.

D. Multilateral resource flows

57. Since the International Conference, UNFPA - along with several other donor institutions - has made major changes in its strategic framework, in structure and in organization, to meet the challenges of implementing the Programme of Action. A strategy was crafted in 1995 and described in the report to the UNFPA Executive Board on programme priorities and future directions of UNFPA (DP/1995/25). A UNFPA mission statement was adopted by the Executive Board in 1996. The allocation of resources to programmes in developing countries and countries with economies in transition was reviewed, and a new system responding to the goals of the Programme of Action and the needs of the poorest countries, outlined in a report of the Executive Director (DP/FPA/1996/15), was adopted by the Executive Board. The poorest countries, furthest from meeting the Conference goals, will receive 65-69 per cent of UNFPA assistance in the future. UNFPA is also continuing to strengthen its administrative, technical and field structure to be better able to take a lead role in meeting the increased demand for population and reproductive health programmes in the developing world. National execution of projects and delegation of authority to UNFPA field offices for approval of projects have become major features of national programmes. To ensure adequate monitoring, auditing and oversight of a decentralized structure, modifications of the organizational structure at UNFPA headquarters are being introduced.

58. The World Bank has indicated that it will increase resources for population and development in the future. At the Conference, the Bank stated its intention to increase spending by 50 per cent over the next three years. In addition to expanding the levels of its financial assistance in education and environmental programmes that are in harmony with the objectives of the Programme of Action, the Bank has also increased its lending to population, health and nutrition programmes that directly or indirectly address reproductive and primary health issues contained in the Programme of Action. In fiscal 1995, population, health and nutrition loan commitments amounted to $1.2 billion; in 1996 the amount rose to $2.4 billion, representing around 11 per cent of all commitments. Of the $2.4 billion committed, slightly over one third was in the form of "soft" IDA loans.

59. The Bank has given serious consideration to the Programme of Action as can be seen by increased loans for reproductive health, including the safe motherhood initiative and the prevention of HIV/AIDS and other sexually transmitted diseases. However, since its reporting system now records population and reproductive health as a single category, core population and family planning elements cannot be tracked separately. The fact that fewer 1996 loans have those elements as significant loan components may mean that fewer resources are flowing to family planning activities than before.

E. Resource requirements for population and development

60. The Programme of Action specifically calls upon the international community to review on a regular basis the specific needs of countries in the field of population and development (para. 16.28). Although the Programme of Action provided global estimates of required resources, and a Conference background

document gave estimated requirements at the subregional level, country-level estimates are also needed. Efforts to improve information in this area are summarized below.

61. UNFPA, in collaboration with other international agencies, has continued to undertake programme review and strategy development (PRSD) missions to work with Governments to assess the needs and priorities of countries in matters concerning population and development. The missions are a mechanism for assessing specific programme and resource requirements. Another important source of information on resource requirements is the internationally supported programme, the Global Initiative on Contraceptive Requirement and Logistics Management Needs in the 1990s, administered by UNFPA. The programme assesses contraceptive requirements and logistic management needs in individual countries. A total of 15 countries have been studied, to date, from all regions of the world, and the results published. Three more countries will soon be undertaking such assessments, and four follow-up studies are planned for countries that already completed, some years ago, an initial requirement study.

62. More recently, UNFPA has completed country profiles for all countries of the developing world. The profiles include descriptions of national status on key social, health and demographic indicators, preliminary estimates of resource requirements for the national population and development programmes, and a summary of relevant national population policies. Priority is being given to the dissemination of the profiles before the end of 1996.

IV. SYSTEMATIC DATA ON FINANCIAL RESOURCE FLOWS

63. Looking to the future, the mobilization of resources to implement the Programme of Action should be more fully monitored than at present. A mechanism needs to be developed to coordinate the work of all agencies engaged in support for population programmes. UNFPA currently monitors on an annual basis the amount of international assistance for programmes dealing with population and development, and publishes the Global Population Assistance Report. UNFPA also collects annually descriptive information on population projects throughout the developing world, compiling them in the comprehensive report Inventory of Population Projects in Developing Countries around the World. The data-collection efforts made in preparing the report also mark a step forward towards a global system for monitoring resource flows.

A. Collaborative project for an information system on resource flows

64. As mentioned above, UNFPA has actively taken up the challenge of information on resource flows. In 1996 it sought the collaboration of an international non-governmental organization systematically to collect, edit, and record data on the flows of financial resources for population and development programmes, both internationally and domestically, in order to create and maintain a dynamic database and to perform basic analyses of the data and disseminate the findings. The objective in developing the system is to obtain a

complete picture of global resource flows in the area of population and development.

65. In mid-1996 UNFPA solicited bids from interested institutions to design and implement such a system. More than 20 institutions with a wide geographical distribution were contacted. The Netherlands Interdisciplinary Demographic Institute, a well respected institution in the area of population and development studies, was selected through a competitive bidding procedure. The Institute will begin a two-year contract at the start of 1997, with the possibility of further extensions, contingent on a favourable evaluation of the products prepared and subject to possible project modification to satisfy additional data needs discovered during the initial phase of implementation.

B. Classification of population activities

66. The classification of population activities used in preparing the present report closely followed the "costed population package" (see para. 13.14 of the Programme of Action). The questionnaires asked for financial flows to be broken down into the following sub-categories: basic reproductive health services; family planning services; maternal, infant and child care health services; prevention of sexually transmitted diseases; basic research and policy analysis; and population information, education and communication. The Development Assistance Committee of OECD has adopted an alternative classification scheme under the general rubric of Population policies/programmes and reproductive health, with the following four sub-categories: population policy and administrative management; reproductive health care; family planning; and sexually transmitted disease control, including HIV/AIDS.

67. Three main issues in classification have been noted with regard to the "costed population package". First, there has been a tendency to merge certain elements, such as submerging family planning into overall reproductive health or reporting on a combined "population and reproductive health" category, which makes continuity of reporting difficult. Secondly, the reporting of support for HIV/AIDS prevention varies from agency to agency: in some cases it is not possible to isolate activities that conform to the Conference definition of this element[8] from overall assistance for AIDS programmes. Thirdly, the Conference population package includes assistance for services of basic reproductive health care given at the primary-health-care level, while some agencies' statistical recording systems aggregate reproductive health activities undertaken at all health-care levels.

V. CONCLUSIONS

68. The present report analyses financial flows for population for 1994 and, provisionally, for 1995. In these two years, international assistance for population, through bilateral, multilateral and private-sector channels, and from development banks, grew substantially. Around 20 per cent growth was recorded in both 1994 and 1995. Most donors registered notable increases during the two-year period, and donor flows for population increased, on average, both as a percentage of respective GNPs and as a share of total official development

assistance. Changes in categorizing population assistance in 1995 to take account of the reproductive health focus recommended for population programmes, however, mean that 1994 and 1995 financial flows are not strictly comparable. In part, the 1994-1995 increase reflects that financial flows for a wider range of activities were recorded in 1995 than were reported in earlier years; part of the increase, nonetheless, is probably accounted for by a real growth of financial flows for population.

69. Information was gathered on domestic financial flows in developing countries and countries with economies in transition. The data, although incomplete, gave rough estimates of the effort many countries themselves are putting into implementing the Programme of Action. The domestic financial flows of several countries, in fact, account for 80 or even 90 per cent of the total national resources available for population programmes in their own territories. Other developing countries, by contrast, have not been able to contribute significantly to such programmes and remain largely dependent on external funding sources for population activities.

70. The present report represents a significant improvement in documenting financial flows at all levels, building on the constructive guidance provided by the Commission in its comments on the previous report. There is, nevertheless, an obvious need for a systematic approach to reporting on global financial flows. A new arrangement between UNFPA and the Netherlands Interdisciplinary Demographic Institute, an internationally recognized population research institute, will, beginning in 1997, produce a database of financial flows which will progressively meet the international community's need for global flow data in the area of population and development. It will thus become possible in future reports to gauge national efforts to allocate more resources to implementation of the agenda of the Conference.

71. The rising trend in resource flows documented for the 1994-1995 period is encouraging and must count as one of the real successes in global development efforts. A great deal has been accomplished with relatively modest investments. But the successful implementation of the Programme of Action is still dependent upon higher levels of resource mobilization and increasing efficiency in resource utilization. Additional resources are urgently required better to identify and satisfy unmet needs in areas related to population and development, as was clearly enunciated by member States at a recent session of the General Assembly during its consideration of follow-up to the Programme of Action. Sub-Saharan Africa, parts of Asia, and the least developed countries will need a much larger share of resources from the international community, but all countries should redouble efforts to increase their own resources for population and reproductive health.

72. Although several donor countries have shown early and laudable commitments through announcements of increased funds for population activities, overall official development assistance has declined in recent years. In spite of the commendable initiative in addressing the Conference goals, shown by some, most donors still need to review their development assistance policies and increase resources for global population activities accordingly. To realize the concrete and achievable goals clearly set out by the Conference, the mobilization of resources must be placed high on the global development agenda, and the

implications of increasing financial resources to the level of $17 billion by the year 2000, as called for in the Programme of Action, must be faced squarely. At the Conference it was agreed that donor assistance needed to reach $5.7 billion by the year 2000, whereas in 1995 international assistance totalled only $2 billion. All financial institutions should take into account the resources for population that will be required over the next 20 years and devise policies and strategies for resource mobilization that will allow the Conference programme to succeed.

Notes

[1] See Global Population Assistance Report, 1994 (New York, UNFPA, 1994).

[2] The term "primary funds" refers to funds provided by primary donors for population assistance in the year shown.

[3] UNDP, Human Development Report 1996 (New York, Oxford University Press, 1996); and OECD World Wide Web site (www.oecd.org).

[4] From a pooled set of data on bilateral flows representing about 90 per cent of the total, the 1995 pooled total was 22 per cent higher than the corresponding 1994 total.

[5] The total of $107 million includes $72 million reported by UNICEF. Because UNICEF's operational activities are highly decentralized, UNICEF reported that it was not possible to extract the information required from its database. UNICEF's broader definition of population assistance includes support for basic education and literacy, especially for women, and for enhancing the status of women. In Global Population Assistance Report, 1993 (New York, UNFPA, 1993), $6.2 million of UNICEF's reported total of $63 million was identified as population assistance, according to categories of assistance used prior to the International Conference.

[6] The World Bank operates on a fiscal year which runs from July to June. Thus, fiscal year 1996 ran from 1 July 1995 to 30 June 1996.

[7] Shanti Conly and others, Family Planning Expenditures in 79 Countries: A Current Assessment (Washington, D.C., Population Action International, 1996).

[8] Paragraph 13.14 (c) of the Programme of Action describes this component as "... mass media and in-school education programmes, promotion of voluntary abstinence and responsible sexual behaviour and expanded distribution of condoms".

Table 1. Population assistance of donor countries in relation to GNP and total ODA assistance

	Per million US$ of GNP			Change (percentage) 1990-1995	Percentage of ODA			Change (percentage) 1990-1995
	1990	1994	1995		1990	1994	1995	
Australia	19	57	91	379	0.56	1.65	2.56	358
Austria	1	4	4	277	0.06	0.11	0.11	80
Belgium	13	13	15	13	0.28	0.40	0.36	28
Canada	77	43	59	(23)	1.74	1.01	1.49	(14)
Denmark	170	232	364	114	1.83	2.25	3.54	93
Finland	161	83	122	(24)	2.53	2.68	3.83	52
France	7	10	..	..	0.09	0.16	..	..
Germany	31	56	74	137	0.75	1.68	2.16	188
Ireland	..	5	9	..	na	0.20	0.31	..
Italy	2	17	..	..	0.05	0.65	..	..
Japan	22	18	23	5	0.71	0.62	0.67	(5)
Luxembourg	..	8	..	..	na	0.21	..	..
Netherlands	125	132	156	25	1.34	1.74	1.74	30
New Zealand	10	16	27	173	0.45	0.68	1.10	145
Norway	487	377	314	(36'	4.16	3.58	3.22	(23)
Portugal	..	1	0	..	..	0.02	0.00	..
Spain	..	1	2	..	na	0.04	0.09	..
Sweden	192	237	172	(10)	2.12	2.46	2.10	(1)
Switzerland	27	30	40	47	0.85	0.84	1.08	27
United Kingdom	39	56	94	142	1.41	1.81	3.27	132
United States	51	69	91	79	2.47	4.66	8.18	231
Total	43	49	72	67	1.21	1.65	2.61	116

Sources: 1994 GNP, World Bank; provisional 1995 ODA, OECD (www.oecd.org).

/...

Table 2. Contributions from DAC countries to UNFPA core resources, 1990-1995

(Thousands of United States dollars)

	1990	1991	1992	1993	1994	1995
Australia	998	1 189	1 285	1 361	1 860	1 956
Belgium	836	727	865	1 409	1 875	2 297
Canada	11 184	11 806	10 968	9 063	10 085	7 015
Denmark	15 605	15 370	19 012	20 297	22 665	36 070
Finland	18 708	23 870	18 067	4 178	7 449	11 669
France	952	957	1 278	1 223	1 912	653
Germany	24 303	23 460	26 445	26 169	26 945	32 590
Italy	1 575	1 587	2 878	1 869	1 592	1 250
Japan	40 830	41 700	42 900	45 400	48 700	51 800
Netherlands	26 934	28 170	30 881	28 323	32 422	38 821
Norway	22 075	28 130	26 462	24 765	25 881	29 131
Sweden	21 197	21 432	26 591	17 664	18 608	16 501
Switzerland	5 735	5 578	6 450	5 772	7 040	7 177
United Kingdom	10 961	13 067	15 737	10 718	13 303	16 325
United States	0	0	0	14 500	40 000	35 000

Source: UNFPA.

/....

Table 3. Financial resource flows in developing countries: latest annual expenditures

	Domestic allocations/ expenditures (US$ 1,000) 1995 (A)	Donor assistance (US$ 1,000) 1994 (B)	Percentage domestic[a] 1994-1995 (C)	Domestic family planning expenditures (US$ 1,000) 1990-1993 (D)	Primary health care allocations (US$ 1,000) 1995 (E)	Annual health care expenditures (US$ 1,000) 1990-1994 (F)
Afghanistan	..	0	..	0	..	..
Algeria	..	200	..	4 000	..	..
Angola	..	1 100	..	..	..	..
Antigua and Barbuda	..	200	..	..	..	..
Argentina	..	500	..	..	..	..
Bahamas	..	100	..	..	..	..
Bahrain	..	0	..	..	..	140 426
Bangladesh	38 365	100 900	28	32 000	6 861	..
Barbados	..	200	..	..	..	..
Belize	..	300	..	..	..	33 342
Benin	..	1 300	..	..	..	..
Bhutan	..	700	..	..	..	4 679
Bolivia	8 530	9 200	48	2 000	99 400	93 680
Botswana	..	2 100	..	0	..	74 995
Brazil	13 508	14 900	48	22 000	..	..
Burkina Faso	..	3 600	..	1 000	..	..
Burundi	475	3 400	12	..	..	..
Cambodia	360	3 800	9	..	..	..
Cameroon	615	3 600	15	..	424	91 459
Cape Verde	..	600	..	..	..	..
Central African Republic	..	1 500	..	0	..	..

	Domestic allocations/ expenditures (US$ 1,000) 1995 (A)	Donor assistance (US$ 1,000) 1994 (B)	Percentage domestic[a] 1994-1995 (C)	Domestic family planning expenditures (US$ 1,000) 1990-1993 (D)	Primary health care allocations (US$ 1,000) 1995 (E)	Annual health care expenditures (US$ 1,000) 1990-1994 (F)
Chad	..	800	..	0	..	..
Chile	..	2 800	..	..	..	1 094 104
China	..	11 300	..	1 230 000	..	141 115
Colombia	..	4 600	..	6 000	..	..
Comoros	..	500	..	..	..	..
Congo	..	400	..	0	..	..
Costa Rica	..	1 700	..	4 000	..	560 799
Côte d'Ivoire	..	5 300	..	0	..	..
Cuba	..	1 100	..	..	..	..
Democratic People's Republic of Korea	..	800	..	..	..	..
Djibouti	..	100	..	..	..	..
Dominica	..	100	..	..	..	..
Dominican Republic	..	5 800	..	0	..	..
Ecuador	..	7 600	..	0	..	..
Egypt	..	12 500	..	9 000	..	346 037
El Salvador	802	6 400	11	2 000	..	53 368
Equatorial Guinea	..	600	..	..	..	..
Eritrea	..	100	..	..	..	..
Ethiopia	..	7 200	..	0	..	..
Fiji	138	400	26	..	..	45 427
Gabon	..	100	..	..	..	..
Gambia	..	800	..	..	..	..

	Domestic allocations/ expenditures (US$ 1,000) 1995 (A)	Donor assistance (US$ 1,000) 1994 (B)	Percentage domestic[a] 1994-1995 (C)	Domestic family planning expenditures (US$ 1,000) 1990-1993 (D)	Primary health care allocations (US$ 1,000) 1995 (E)	Annual health care expenditures (US$ 1,000) 1990-1994 (F)
Ghana	..	18 200	..	2 000	..	90 257
Grenada	..	200	..	..	..	..
Guatemala	..	9 100	..	1 000	..	..
Guinea	..	7 400	..	1 000	..	..
Guinea-Bissau	..	900	..	0	..	..
Guyana	..	400	..	..	..	..
Haiti	..	10 400	..	..	..	..
Honduras	..	5 100	..	1 000	..	..
India	346 200	33 700	91	255 000	..	787 527
Indonesia	..	24 100	..	161 000	..	717 072
Iran, Islamic Republic of	10 667	1 200	90	14 000	..	..
Iraq	..	0	..	..	..	..
Jamaica	..	2 600	..	2 000	..	..
Jordan	45 600	2 300	95	1 000	40 000	100 056
Kenya	1 244	25 900	..	1 000	1 418	125 709
Kiribati	75	0	100	..	1 191	..
Lao People's Democratic Republic	..	1 200	..	..	..	..
Lebanon	..	600	..	..	..	..
Lesotho	..	500	..	0	..	39 705
Liberia	..	100	..	0	..	..
Libyan Arab Jamahiriya	..	0	..	..	..	..

	Domestic allocations/ expenditures (US$ 1,000) 1995 (A)	Donor assistance (US$ 1,000) 1994 (B)	Percentage domestic[a] 1994-1995 (C)	Domestic family planning expenditures (US$ 1,000) 1990-1993 (D)	Primary health care allocations (US$ 1,000) 1995 (E)	Annual health care expenditures (US$ 1,000) 1990-1994 (F)
Madagascar	1 314	6 300	17	0	204	26 534
Malawi	..	4 700	..	0	..	..
Malaysia	10 794	1 300	89	10 000	112 397	947 633
Maldives	4 085	100	98	..	..	..
Mali	..	4 900	..	4 000	..	..
Malta	..	0	..	..	..	97 930
Marshall Islands	..	300	..	..	..	..
Mauritania	755	1 300	37	0	..	..
Mauritius	..	600	..	2 000	6 525	68 488
Mexico	927 853	19 100	98	65 000	..	..
Micronesia	..	900	..	..	..	..
Mongolia	..	1 500	..	..	..	3 540
Morocco	11 356	15 400	42	8 000	86 989	252 050
Mozambique	..	4 200	..	1 000	..	..
Myanmar	..	100	..	..	3 053	339 507
Namibia	..	1 100	..	..	..	..
Nepal	..	9 600	..	2 000	..	28 366
Nicaragua	62 650	5 100	92	2 000	37 000	73 498
Niger	..	6 300	..	..	..	..
Nigeria	..	18 300	..	1 000	..	..
Oman	..	300	..	..	..	306 112
Pakistan	78 146	12 700	86	20 000	28 736	..
Panama	..	1 000	..	0	..	460 600

	Domestic allocations/ expenditures (US$ 1,000) 1995 (A)	Donor assistance (US$ 1,000) 1994 (B)	Percentage domestic[a] 1994-1995 (C)	Domestic family planning expenditures (US$ 1,000) 1990-1993 (D)	Primary health care allocations (US$ 1,000) 1995 (E)	Annual health care expenditures (US$ 1,000) 1990-1994 (F)
Papua New Guinea	9 956	2 200	82	..	76 923	129 131
Paraguay	2 478	1 500	62	..	..	65 495
Peru	..	12 900	..	0	..	..
Philippines	4 236	24 000	15	6 000	..	430 033
Puerto Rico	..	0	..	..	..	..
Republic of Korea	..	100	..	10 000	..	976 337
Reunion	..	0	..	..	..	..
Rwanda	..	4 500	..	1 000	..	..
St. Kitts and Nevis	..	0	..	..	..	..
St. Lucia	..	300	..	..	..	..
St. Vincent	128	100	56	..	3 730	..
Sao Tome and Principe	..	300	..	..	..	..
Senegal	..	5 100	..	0	..	..
Seychelles	..	100	..	..	..	..
Sierra Leone	..	500	..	..	..	..
Solomon Islands	..	400	..	..	..	..
Somalia	..	100	..	..	..	..
South Africa	..	900	..	45 000	..	..
Sri Lanka	4 400	1 600	73	11 000	31 960	149 236
Sudan	..	1 300	..	..	..	..
Suriname	..	400	..	..	..	..
Swaziland	..	2 000	..	..	..	..
Syrian Arab Republic	..	2 700	..	..	..	84 554

	Domestic allocations/ expenditures (US$ 1,000) 1995 (A)	Donor assistance (US$ 1,000) 1994 (B)	Percentage domestic[a] 1994-1995 (C)	Domestic family planning expenditures (US$ 1,000) 1990-1993 (D)	Primary health care allocations (US$ 1,000) 1995 (E)	Annual health care expenditures (US$ 1,000) 1990-1994 (F)
Thailand	58 890	1 500	98	23 000	..	1 365 079
Togo	..	1 700	..	..	..	..
Tonga	..	100	..	..	..	5 114
Trinidad and Tobago	..	400	..	0	..	..
Tunisia	11 343	1 900	86	7 000	89 034	330 568
Turkey	..	4 700	..	33 000	..	1 343 881
Uganda	..	10 500	..	0	..	..
United Republic of Tanzania	..	9 900	..	1 000	..	..
Uruguay	461	600	43	..	861	186 987
Vanuatu	..	600	..	..	..	..
Venezuela	..	700	..	..	..	..
Viet Nam	20 545	12 300	63	8 000	29 818	..
Western Samoa	..	100	..	..	..	..
Yemen	..	2 900	..	..	..	87 919
Zaire	30 969	100	100	0	..	..
Zambia	..	4 800	..	0	..	..
Zimbabwe	2 508	7 700	25	3 000	..	..

[a] 1994 donor assistance compared to 1995 domestic allocations.

Sources: columns A, B, C and E, UNFPA; column D, Shanti Conle, and others, Family Planning Expenditures in 79 Countries: A Current Assessment (Washington, D.C., Population Action International, 1996); column F, World Bank.